

L'ASSOCIATION CANADIENNE D'URBANISME  
COMMUNITY PLANNING ASSOCIATION OF CANADA

- UGLINESS IS NOT NECESSARY
- REDEVELOPMENT OBJECTIVES
- RÉAMÉNAGEMENT
- CITY RENEWAL—U.S.A.
- C.P.A.C.'s CONFERENCE
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# COMMUNITY PLANNING REVIEW REVUE CANADIENNE D'URBANISME

VOLUME VI NUMBER 4

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# COMMUNITY PLANNING ASSOCIATION OF CANADA

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# **COMMUNITY PLANNING REVIEW**

# **REVUE CANADIENNE D'URBANISME**

*Editor:* ERIC BEECROFT

**Volume VI, Number 4**

**Ottawa, December 1956**

**COMMUNITY PLANNING ASSOCIATION OF CANADA**  
**L'ASSOCIATION CANADIENNE D'URBANISME**



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# UGLINESS IS NOT NECESSARY

by His Excellency The Right Honourable Vincent Massey, C.H.  
Governor General of Canada

*An address delivered at a dinner celebrating the Tenth Anniversary  
of the Community Planning Association of Canada during the National  
Conference of the Association in Ottawa, October 29, 1956.*

May I thank you very warmly for the invitation which has brought me here this evening. I greatly appreciate the opportunity of foregathering with the members of the Community Planning Association.

You have asked me to assist in your deliberations on a subject in which I have a very deep interest. So true is this, indeed, that when I tried to organize my ideas and to express my feelings, I found that, in common prudence, I had to modify and limit what I would like to say. So I cannot speak quite as strongly as I feel on the subject — to use the convenient French word — of *urbanisme* in Canada, and may I say that I offer my remarks simply as the humble reflections of an interested layman.

*Je suis heureux de pouvoir dire quelques mots aux membres de cette Association qui sont d'expression française.*

*Votre société a connu, d'un bout à l'autre du pays, de beaux succès dont plusieurs ont montré une étroite collaboration entre canadiens de langue française et de langue anglaise.*

*Une association comme la vôtre ne profite pas seulement à ceux qui sont intéressés à l'urbanisme mais elle est, par son exemple de bonne entente, d'un grand bénéfice à la nation toute entière.*

We need not remind ourselves of the varied beauties of our country — of the opportunities given by climate and landscape to a bold, able and adventurous people, equipped with all the aids of modern science and invention. But I think we would all agree that we have not fully responded to the challenge offered by nature. Perhaps, indeed, we hardly saw that she was challenging us. We have many cities in noble settings. I cannot say that we have too many noble streets or squares. We have many peaceful, prosperous towns, set in a natural harmony of field and sky, but the town has frequently been given no logical shape, and is often a scene of man-made confusion.

We have, of course, in this country and on this continent, been unfortunate in many ways. We have, as it were, been hurried into indiscretions, and even into offences that were contrary to our better nature, and our history does offer excuses for many regrettable things we have done. We have advanced very fast and our towns have been built — almost prefabricated — from mass-produced materials. Before the days of modern industry, when man had to bend his ingenuity to make the best possible use of materials at hand, there grew up a natural tradition of sound building and of good taste. The materials of the countryside, fashioned by men bred in it, did achieve a kind of harmony. We can find that harmony today, here and there in our countryside and in a few pockets in older cities, but it has been largely lost in the years of rapid growth.

In another way we have been unlucky. Historically, towns are a product of trade, but many of the ancient cities of the western world were built around a kind of natural centre which imposed some sort of plan — some discipline of design. They grew up about a cathedral, a fortress — even a university, and thus found character and direction. There are, for instance, few European cities or towns where you do not find a central square — probably, in the beginning, a market place — but remaining at the centre of the community as the core of its communal life. Some of our Canadian cities, through the imagination of their founders, have been endowed with such squares, but very few. Where they exist, they play a subtle and important part in the life of the community.

In this new country our towns have too often fallen between two stools. They have not been able to grow by adapting themselves to the slowly accumulating accidents and pressures of history, nor have they been consciously planned. They have been, as a rule, improvised or put together as a result of forces outside themselves. A traveller on the western prairies will often



hear of "C.P. towns", "C.N. towns" and places which came into being as "divisional points". In the east we grew more slowly but Ottawa itself, you will recall, was not founded on this spot because a magnificent natural site appealed to men as a setting for a great city. It simply happened that a lumbering town grew around a canal and river junction. No doubt most of our cities had similar beginnings, but here, fortunately, many years after Bytown was founded, men's imagination was stirred by the growing importance of our national capital and the beauty of its site. The master plan was the result.

But other city plans exist in Canada. As you know better than I, here and there, there are places where people with both imagination and perseverance have succeeded in persuading their fellow-citizens to take thought for the morrow and plan accordingly. No comments on town planning in Canada should overlook those towns where parks were laid out, squares created, trees saved, natural features preserved and the town as a whole given coherent form. There are many of these places — all honour to the men who guided their growth.

We should remember also that industrial corporations have often played their part, as one learns from visits to what were or still are, "company towns". Almost everywhere in Canada the principle, at least, of town planning, is accepted, and we are becoming aware of the need to make up for past neglect. Here in Ottawa and its environs, the work of the Federal District Commission shows what striking results can be achieved by the able and imaginative efforts of a planning authority. Posterity will be grateful to its members and their staff.

But, as I need not remind this audience, sad mistakes have been made in many places in our country — many of them irreparable. As I have suggested, it is our misfortune that in Canada we have grown so fast and so casually (and we are not alone in this, for we resemble in this respect many industrial regions in the old world). Economic forces have often hurried us into size without shape, into greatness without grandeur. We are advised in the Scriptures that it is vain for man to take thought about adding cubits to his stature. The rule does not hold for towns. It is the tragedy of many of our towns that cubit after cubit has been added without much thought at all.

But there I am wrong. Canadian towns — or, to speak more precisely, Canadian mayors and councils — do and must take thought about many things. They must take thought about business, or the town would cease to be. And they must, through their own convictions and the pressure of public opinion, take thought about many other important matters. I know many Canadian Mayors, for I have visited, since coming to Ottawa, over 180 Canadian cities and towns. I am full of admiration for their Mayors — admiration and sympathy. In these booming days they must be closely concerned

with the problems of water supply, sewers, light, power, pavements and their cost, with the menace of traffic, with overpasses, underpasses, bypasses and "throughways" — with public transportation and all the incredible complications involved in keeping a mass of people alive, moving and in reasonable health and comfort. High in priority are the great responsibilities of public health and education, greater today than ever.

I have mentioned the business of keeping people moving. No City Council needs to be reminded of the problem of traffic, but as a layman may I suggest that the traffic engineer, highly important as his functions are, represents only one aspect of a city plan. Like other experts, he is a member of a team. If his job is not co-ordinated with those of other specialists, no coherent plan can possibly emerge. Parks will be sacrificed to by-passes; trees which are cut down to make streets wider, will not be replaced; the future layout of the town will be distorted. We must accept the demands of progress and promote it zealously, but progress need not always take the form of a bull-dozer.

Until a short time ago most Canadians lived in the country. Now all that is changed. Hitherto a nation of country dwellers, we are now moving to town. Having settled there, we may make money, we may achieve comfort, we may even aspire within our home to that curious thing called "gracious living", but do we receive all we might reasonably hope for to make possible a civilized life?

It is easy to use good-sounding words and convey simply good sounds and nothing more. One may well ask what is "a civilized life", and how can it be achieved. Well, I think it comes when men and women in society cherish four things. First, physical well-being; secondly, the moral virtues without which society cannot exist; thirdly, knowledge and understanding; and fourthly, beauty in all its forms.

I do not think these can be separated from one another. They are, to a considerable extent, interdependent and I am not suggesting any priority for they are all necessary aspects of civilized life. May I say something about two of these things — the promotion of knowledge and understanding of ourselves and our traditions, and the preservation and creation of beauty. These should not be special municipal "activities", to use an over-worked word. They should be linked with the very existence of the town.

To be practical, what can we do? We can consider sanely our liabilities and our assets. In the nature of things, towns and cities are destructive. Even to be brought into existence, they must destroy the turf, flatten out the lesser hills, grade down the higher ones, mask the little streams and root up the trees. But city dwellers still need natural beauty. They have always known it and have, when they could, surrounded their habitations with



gardens, parks, lawns, stretches of water. These amenities are not luxuries; they satisfy a profound need. We can have natural beauty in our towns even if we must forego the charms of the open countryside, and in a town one may enjoy the peculiar delights of nature associated with the harmonies of good architecture, each embellishing the other. I am thinking as I speak of one example: the loveliness of old elm trees against the white clapboard houses of New England. But may I venture to say something else. If trees serve to adorn fine buildings, they can also hide bad ones. A mean and commonplace street, if it is lined with trees, becomes less unattractive. Its architecture — perhaps I should say just its “buildings” — can borrow a certain grace from nature.

Over eighty years ago Joseph Howe made a speech here in Ottawa, in which he said this:

“In almost all our northern cities we are far behind our republican neighbours in arboriculture. For the first fifty years in the settlement of a new country trees are regarded as man’s natural enemies . . . To cut down and burn them up seems a labour of love. The old States and Provinces passed through this iconoclastic period a century in advance of us. They commenced to replant trees about the time we seriously began to cut them down and now nearly all their cities and towns are planted”.

If Howe were alive today I should like to travel with him to some cities and towns, in particular begging people to think of the importance of preserving the shade trees they have and of adding charm, and at times comfort, to scores of bald and dingy and — in the summer — torrid streets, by planting more.

And while we were on this tour I think we would say something about parks. Does the amount of land dedicated to this purpose seem sufficient in a country with the area of half a continent? Few as our parks are, they are, in some cities, constantly suffering from encroachment. Some of these invasions are doubtless necessary, but can we not see that a park is as essential as a road to sane and healthy town life. To reduce without need the precious area thus set apart, is to betray posterity. There are notable examples of Canadian cities which have created and are preserving their parks with a keen sense of responsibility. One which I know is rightly proud of the fact that over one-fifth of its area is maintained as parkland. Parks, let us remember, increase in importance as the city grows in size. There are two very familiar examples of the value of parks and the far-sightedness of those who laid them out — Hyde Park in London and Central Park in New York, each in the heart of a great city. It is comforting to notice the outburst of indignation which follows any proposal to encroach on either of these precious reserves.

Could we not, in improving our parks, try to preserve and embellish the original natural features? I know we

must have playing fields and recreation grounds, but could we not give more thought to the increasing thousands of apartment dwellers who, after practising the art of survival in our city streets, and being dazzled by the glitter of neon signs, need to see something still and green? Many cities realize this, but others do not.

I cannot help saying a sentimental word about the Zoological Garden as a municipal asset. It is really a normal piece of educational equipment. Here and there in Canada there are collections of animals which can arouse the imagination of children and give pleasure to them and their parents, but we have only three or four large, well-organized zoos. I am glad to know that there is talk of more. A zoo is always presented as a very costly enterprise, but I understand that, with modest beginnings, revenue from the gate and the exchanges of animals between zoos — because their Directors are, in a sense, an international fraternity — a zoo should be within the capacity of any city of reasonable size.

Again, could we not think more of preserving the relatively few buildings we have that are old and good. Such monuments have beauty and dignity. They give life and character to our towns. I know two cities in Canada possessing historic interest. Each has a site of natural beauty; each has a number of buildings of historic and architectural importance. One of these places takes a pride in preserving its treasures. In the other there is grave danger that they may disappear, leaving the city more or less like any other one. I have no sentiment for the old just because it is old; but what is old and good has a special value in a mass-produced, synthetic age, and its preservation can give a town a special, individual character. I am not thinking only of monumental buildings. In our older cities, streets remain with dwelling houses surviving from earlier times and possessing a charm and quality of their own. Their restoration would seem to be a task for personal enterprise, rather than for public authority, but, however it is accomplished, the preservation of such old houses — there are many examples of this in other countries — can lend special individual distinction to any community and keep it different from others. The quality of sameness is surely a major menace in modern life. Let us protect our cities and towns as we would the minds of our children, from the steam-roller of uniformity.

It is easy to assume that the town dweller, with all his accumulation of the modern comforts derived from applied science, gains everything and loses nothing by his move from the country. But often when he goes to the city there is too little in his surroundings to appeal to his reason or affection. It is of the utmost importance that, with shorter hours of labour for all, the atmosphere of the town should be stimulating and satisfying. There must be interest and occupation for the mind and the imagination. Where is this to be found? It will not be



found in mere diversions, however excellent they may be as diversions. If we are to maintain a healthy and vigorous life, people must have substantial food for the mind and spirit. There is a difference between sedative and sustenance. We all need sedative at times, but we live on sustenance. We owe our young people nourishing food, and we should concern ourselves with feeding the mind and satisfying a natural appetite for beauty.

Ugliness is not necessary. Let me illustrate this thought. Towns are centres of trade; but why, when we pass through our cities, where nearly every shop window gives evidence of wealth and taste, must we look back now and then at a street which, as a whole, is unpleasing to the eye — completely treeless, disfigured by enormous signs and obscured by a tangle of overhead wires? Why should not the entire street express the quality of the wares offered by those who do business there? In one small area in a Canadian city, the merchants, justly proud of their stores, are interested in the streets on which they stand. They would like them to be distinguished, but they will not be distinguished — although the buildings are, for the most part good — unless advertising is kept within reasonable limits, and the wires are buried and trees grow out of the sidewalks. At present our streets are often unworthy of the admirably dressed windows which face them. Why can we not have a look at Vienna, at Stockholm, at Copenhagen and learn something from their fine streets and squares?

I could go on and on. So, I suppose, could everyone in this room. The question may be asked: How can we afford the things that could give the city dweller a fuller life? We can afford them. In many places we have proved it. And we can find plenty of examples in other countries to encourage us. I am thinking, for instance, of the ingenuity of the builders of the Royal Festival Hall in London. Whatever one may think of its architecture — and I have my own views about that — the planners and builders have created in one of the dreary deserts of London, a little oasis of space and light and air, of freshness and greenness, and at moderate expense. I was glad to hear that one of our own cities is now engaged in a very similar undertaking. I have been delighted also in Vancouver and Calgary and Edmonton, to learn of libraries, theatres, concert halls now planned, or even under construction.

But our new and growing towns should not wait, and many of our older ones should cease to linger. Where can they find the money? Where indeed? Have you ever thought of how much money there is in every city? Have you ever thought of what could be done by an intelligent combination of individual liberality and public expenditure? We are a free-handed and generous people. Not only do we support worthy causes; we find pleasure in giving. We are constantly devising new days and new occasions which demand a present. Not only Christmas but Easter and St. Valentine's Day and Mother's Day and Father's Day — (shall I live to see a Grandfather's Day?) — and we do it not meanly, but lavishly. We know the luxury of giving. Luxuries may be necessities. How useful and how easy it would be for a group of people to afford themselves the pleasure of presenting a picture to the local gallery, or an animal to the local zoo or a plant to the botanical garden. If we could induce a mood in which the citizen with a modest surplus could ask "What can I give to my town?", it would become easier to ask the municipality to play its part. It has, of course, a dominant part to play. Today in Europe, in cities and towns destroyed in the war, buildings for music and drama and ballet and opera are rising from the rubble everywhere because the public wants them and is prepared to pay for them, just as they must pay for the supply of light and water.

I have talked too long and I have covered much strange territory. Has my discussion of "land use" and "zoning" — to lapse into technicalities — seemed to you eccentric? I may appear to have neglected many departments of a subject which touches every aspect of human life: for example, that sector of the front which belongs to the engineer. I recognize the great importance of his role, but I am not competent to discuss it. I believe, however, that usually the aims of the town-planning engineer are in full harmony with the objects of those concerned with civic amenities. They, together with their colleagues, have a supreme task which is nothing less than that of creating well-being through environment. I hope I may not be quoted as saying that man should seek first town planning and all else will be added unto him. But I do believe — and please quote me! — that without town planning there will be a very restricted "good life" in Canada. Few countries in the world today offer the planner such limitless opportunities.



# THE OBJECTIVES OF REDEVELOPMENT IN CANADIAN CITIES

by The Honourable David A. Croll, Q.C.  
Member of the Senate of Canada

*The Keynote Address at the National Conference of The CPAC on October 29, 1956.*

We have come quite some distance since the first Housing Act was passed in 1935. A depression and a war limited the scope and operation of that Act until 1945. Since the end of the war, much has happened worthy of examination, comment and review.

The millionth house was dedicated on September 14th. It took ten years to attain that great national achievement. It is predicted that the next millionth house will come sooner.

The construction force now numbers 400,000, which is exactly equal to all personnel in all our armed forces overseas, at the peak, during the war. We now have a trained construction force, well-supplied, equipped, organized and schooled, with much know-how. It also has the ability to deal with the hazards of winter building, which is not the deterrent that it was in former years.

House construction has surpassed family formations in the last two years. I have the figures for 1955:

New houses .....	130,000
Family formations .....	80,000
-----	
Gross Gain .....	50,000
Homes abandoned or demolished .....	8,000
Vacant houses—moving in or moving out ..	10,000
-----	
Net Gain .....	32,000

This will reduce our back-log.

Though mortgage funds are not presently in ample supply, still there is access to them in every nook and corner and every whistle-stop. There are nearly 5,000 branches of banks where mortgage funds are available. These bank loans were a revolutionary concept and a break with banking traditions that belonged to another day.

Central Mortgage and Housing Corporation has branches strategically located across the country, which have much know-how gained in the school of experience. The organization is competent, efficient, co-operative and understanding, but needs prodding from time to time.

The backlog is estimated to be about 600,000. By backlog I mean the number of houses required to eliminate doubling up. This has been reduced somewhat in the last two years, though not significantly.

Slums and blighted areas are ever with us so long as senior levels of government insist that initiative to eradicate them must come from municipalities and because the municipal administration yields to the pressures constantly exerted by the short-sighted, who in lieu of inconvenience and dislocations prefer to continue living in status quo — no matter how deteriorated and because municipalities have no great surpluses. The slum, like its blood brother cancer, is a national plague and must be dealt with at the national level with local cooperation.

Municipalities are still hard up, carrying responsibilities never contemplated when they were organized, gasping for bread and butter money and dealing with problems on a day-to-day basis. Their most imminent and pressing problem at the moment is the cost of education, to which they are devoting their finances and attention.

It is high time that the Government paid its proper share of municipal taxes — it has escaped too long. Instead of devising ingenious formulas to avoid paying taxes to municipalities, it might well meet the inevitable now and, like the rest of us, start paying taxes in full. It's a habit easily acquired — under pressure.

The trifling cost of 12 to 15 millions wouldn't be missed this or any other year by the Dominion Government and could help municipalities meet their bills.

Planning on a community basis has taken on a new concept. We are beginning to ask ourselves — we live in a planned economy — "Can we allow our cities to be unplanned?". In the past, we have planned lot by lot and sub-division by sub-division. We have reaped chaos. Planners are still suspect as destroyers of private enterprise and wasters of money, much like social workers were in the last decade, though it must be said that some satisfaction can be gained from their more recent ac-



ceptance, however, in far too many places they are still considered to be "ivory-towerites" and "eggheads". An "egghead" by the way, is an intelligent man who speaks intelligently on public issues. That surprises some people.

Planners are in short supply and departments already established tend to remain and enlarge. Planning gives an overall picture and makes possible systematic public budgeting.

Planning is handicapped by our system of annual municipal elections; the pressures on the office holder are too great to allow him to look to the future. The temptation is to live politically from year to year and let planning plan for itself.

The two-year term which is being more readily accepted, will help correct this situation.

We are now entering on a new phase in housing.

The last ten years was devoted to accumulation — house building. We needed houses — but fast; and that is how we got them.

Time has come for the second phase. Now we must turn to redevelopment and renewal to clear out obsolescent areas. More recently we have built beyond family formations, so that we can now consider demolition without a feeling that we are depriving anyone. We need have no sense of guilt on that account. We can now afford to divert some of the constructive vitality of the fringes to the centre and still maintain our high level of housing completions.

The overriding problem in urban living today is how to devise and carry out an intelligent plan of slum clearance and redevelopment. Too much has been said, too little has been done, in the matter of pumping new life into the dried up arteries of our aged and enfeebled urban areas.

We understand redevelopment and rebuilding in cities damaged by war. But in our country we find it hard to believe that our cities are old. Slum and blighted areas are evident in our cities, small and large, and are by no means unknown in rural and semi-rural areas.

There are too few Regent Park housing projects and too many pigeon holes filled with reports and recommendations as to what should be done. We have studied, surveyed, reported and painted dismal pictures of living conditions in slum and blighted areas, yet results have been wholly inadequate. To date, our planning consists of blueprints. Someone has said: "We need mud on our shoes and callouses on our hands". With that I am in full agreement.

The best document on urban revival is the latest report made in the City of Toronto, dated August 10th, 1956.\* It was painstakingly and intelligently compiled, by

\*EDITOR'S NOTE: The SHORT STATEMENT of The Toronto Urban Renewal Report—the first such study undertaken in a Canadian city—has been published by The Community Planning Association of Canada, 77 MacLaren Street, Ottawa. Price 50 cents.

competent people. I don't ask any immediate action; all I ask is that some people in authority read it before they discuss and criticize it.

Redevelopment is more than a salvage operation. It involves large scale clearing of old built-up districts, slums-in-being or about to be. It requires the re-design of public services of the area and the replacement of old buildings by new ones. It is the business of changing the physical face of a district in a planned pattern. It is a new concept — yet a natural follow-up on our present concept of bull-dozer building.

During the unplanned bull-dozer period, we have permitted our virgin land to be transformed into depressing housing subdivisions whose uniformity is the keynote. These are tomorrow's slums. These strawberry boxes nestling on their too narrow lots constitute a problem which will have to be dealt with by another generation.

Our immediate concern is with those areas in our urban communities which need attention — the decaying and drying-up areas which breed disease, crime and social maladjustment.

Slum clearance was once visualized as a prelude to public housing for low income families. It has been a great disappointment. Only three worthwhile projects are in existence: one in Saint John, New Brunswick; one in St. John's, Newfoundland; and the other in Toronto.

Canadians seem unaware that slum and blighted areas exist and that they are a fantastic waste of our economic and human resources. The most recent report from a survey made in Saint John, New Brunswick, has this to say: "Many of the slum areas are owned by exploiters making a terrific profit".

Slum properties are acquired cheaply, with minimum upkeep and with low assessment and taxes. In some cities they are subsidized — homes under certain assessment being given special discounts. So they continue to flourish. Thus, economic vultures prey and profit on low income groups while we ignore their plight.

Although there is much unanimity on the social and material shortcomings of slums, there is much disagreement as to how to cope with the problem. Our attack on slums must not be based on sympathy nor on the fact that they are ugly and wasteful, but because they are all of these and more, and because they are social cancers.

It was only a few years ago when property owners in Toronto went on record as opposing Regent Park on the ground that public funds would be used to create a socialistic housing program. How reactionary that seems today. Regent Park is a shining example of a depressed area where the ratio of disease, crime and fire hazards was higher than the city's general ratio. It is being transformed into a decent residential community and has restored self-respect to its occupants.



Recently the City received \$100,000 from the Supervisor of Regent Park, being part of the operational surplus. This year \$200,000 has been handed over to the City. This, from an area where the assessment was so low that public services were operated at a loss.

I have defined redevelopment as changing the physical face of a district into a planned pattern. It has some essential ingredients. *First*, planning; *second*, slum clearance; *third*, public housing; *fourth*, relocation.

Planning must relate to overall development and must provide finances.

Look about any of our cities. Take your pick — they just grew. They are the sad results of unplanned existence. Drive a car; take a walk; look at our business districts; and you must come to the conclusion that to rip the guts out of some areas and rebuild would be best for all concerned. Many cities in the U.S.A. are doing it with credit.

It's high time for people to realize that planning and planners are not dirty words.

Slum clearance — a new attack on this cancer of urban life — is long overdue. Our slum clearance provisions in the law didn't work for many reasons, but mainly because the areas to be cleared had to go back into low rental housing. That has now been changed as a result of the amendments to the National Housing Act.

To date our public housing has been less than significant, slum clearance neglected and little or nothing done on planning. The field is wide and the horizons unlimited.

During the last session of Parliament, the Housing Act was amended to provide a new concept of redevelopment and renewal. The Act is unlike the British Act, since they have a special problem. It is different from the American Act; but it provides both an opportunity and an instrument to meet the vital needs of our citizens.

The Government under the Act can deal with the municipality direct. That is novel and beneficial to the municipality. They can form a partnership. They no longer need the services of the honest broker, the Province, although they cannot operate without the Province's blessing and approval. The municipality can thus acquire a very wealthy partner in the redevelopment undertaking.

The Government may pay up to one-half of the gross cost of acquiring and clearing the area and make those payments progressive, and the Government has the right to recover proportionately out of revenues from the lands jointly acquired.

Formerly, the land acquired under such an arrangement had to be used for low rental or public housing and now — and these words are very important — the land can be used for its highest and best use. Remember those words.

They mean low rental, medium rental, high rental, public, commercial or industrial use. Thus, planning becomes essential.

Formerly, the redevelopment agent had to be a Government agency or a limited dividend company. Now, private enterprise is welcomed. That, too, has great possibilities.

Private enterprise does not possess the power to act alone. It requires the initiative and expropriation powers of local Government which can either sell or lease for appropriate use. But approval in principle of redevelopment plans must be obtained from the Provincial Government, whether or not it contributes.

Redevelopment will not be opposed in principle, but there is likely to be disagreement on how to carry it out. It would be tragic should private enterprise ever be permitted to carry out redevelopment plans which did not conform to the best interests of the city as a whole and the residents of the area in particular.

Hand in hand with redevelopment must go relocation — these are Siamese twins. Without relocation there can be no project.

The New Act lays down ground rules for redevelopment. I suggest some ground rules for relocation.

(1) The project must be scheduled so that demolition will be staggered and timed to coordinate with the construction which should be in stages. When one relocation is completed through demolition, then construction should proceed and relocation for the next stage begin.

(2) Proper accommodation must be found for every tenant during the relocation process. This is vital. Redevelopment cannot mean that we can "sweep families under the rug".

(3) Low rental and elderly families must get accommodation in public housing projects.

(4) Relocation committees must be made up of real estate and social workers who can handle the problem.

(5) Public housing should be an ingredient — a normal outgrowth of redevelopment and relocation.

The relocation must be orderly, humane and adequate.

Housing will continue to play a major role in the development of Canada. To maintain and increase overall employment, to keep business at a high level and to house our people, we must maintain the dynamic role of construction in the future. Redevelopment does not mean demolition and rebuilding. It means planning, retaining historical values and considering measures to prevent further blight.

We need a bold, imaginative approach. Mistakes will be made in the early stages because the problems will be new. There will be delays; and there will be hardship, particularly in the relocation. Yet because the problem is severe, the remedy may have to be severe.

The ultimate benefits will overshadow the cost and will serve desirable social ends.



# CITY RENEWAL IN ACTION

by Carl Feiss

*This article is based on an address delivered at the National Conference of The Community Planning Association of Canada, October 29, 1956.*

Canada is about to launch into an enlarged city rebuilding program in accordance with new provisions of the National Housing Act of 1954, as amended this year. Both your Parliament and our Congress are in agreement on the basic issue that the clearance of slums, the redevelopment of blighted areas and the improvement of our worn-out cities is a responsibility which our democracies cannot shirk. The high level of our National Housing Acts is a thrilling demonstration that democratic government places the welfare of people and the condition of cities at the highest possible echelon in the philosophy of government. This philosophy is being resolved clearly in terms of the democratic way of life. It is our responsibility to find an effective mechanism for city rebuilding and for the prevention of future disastrous urban deterioration which responds to the will of our people and protects their interests at all times. To this, of course, we are dedicated.

The Congress of the United States voiced eloquently, in the Declaration of the National Housing Policy of the Housing Act of 1949, a philosophy of responsibility of a national democratic government, recognizing as it does, the desperate plight of our worn-out cities. Permit me to quote from this Declaration of the National Housing Policy.

*"Sec. 2. The Congress hereby declares that the general welfare and security of the Nation and the health and living standards of its people require housing production and related community development sufficient to remedy the serious housing shortage, the elimination of substandard and other inadequate housing through the clearance of slums and blighted areas, and the realization as soon as feasible of the goal of a decent home and a suitable living environment for every American family, thus contributing to the development and redevelopment of communities and to the advancement of the growth, wealth, and security of the Nation. The Congress further declares that such production is necessary to enable the housing industry to make its full contribution toward an economy of maximum employment, production, and purchasing power. The policy to be followed in attaining the national housing objective hereby established shall be: (1) private enterprise shall be en-*

*couraged to serve as large a part of the total need as it can; (2) governmental assistance shall be utilized where feasible to enable private enterprise to serve more of the total need; (3) appropriate local public bodies shall be encouraged and assisted to undertake positive programs of encouraging and assisting the development of well-planned, integrated residential neighborhoods, the development and redevelopment of communities, and the production, at lower costs, of housing of sound standards of design, construction, livability, and size for adequate family life; (4) governmental assistance to eliminate substandard and other inadequate housing through the clearance of slums and blighted areas, to facilitate community development and redevelopment, and to provide adequate housing for urban and rural nonfarm families with incomes so low that they are not being decently housed in new or existing housing shall be extended to those localities which estimate their own needs and demonstrate that these needs are not being met through reliance solely upon private enterprise, and without such aid."*

The clear intent of democratic government is not to provide controls over local planning and local self-determination. Rather, the purpose is to provide resources to our cities in the solution of complex and expensive problems of renewal and the control of heedless expansion. This means then that the major decision-making must be with the people and at the level of local government.

## THE AUTHOR

Mr. Feiss is an architect and planning consultant in Washington, D.C., with a wide experience in urban renewal. From 1950 to 1954, he served the United States Government as Chief of the Planning and Engineering Branch of the Division of Slum Clearance and Urban Redevelopment in the Housing and Home Finance Agency. In 1953, he was Staff Adviser to the President's Committee on Housing Policies and Programs. Prior to 1950, Mr. Feiss had a distinguished career as a Professor of Architecture and Planning (Columbia University and the University of Denver); as a Director of City Planning (Denver); and as a writer on housing, architecture and city planning.



## CITY RENEWAL IN ACTION

### WHAT KIND OF CITIES DO PEOPLE WANT?

To enter into any kind of rational program for the development and redevelopment of our urban areas and of our towns and villages, we need a better insight than we have today on what the people really want. What kind of community do they dream of? What kind of community are they hoping to build?

The human animal is a very malleable beast and can survive in dens which he has fouled for himself where all other animals would perish. He is also a creature of habit. But, perhaps the prime problem is that he has lost many of his natural instincts for the preservation and rearing of his man-cubs (using Kipling's term). The result is that he all too often continues to raise his family, year in and year out, giving little heed to place or its condition. At the same time, there are some breeds of men who are continuously running away from the great colonies in which the urban human race has been breeding and new colonies are being developed hit or miss. This comes from a blind search for a little more light, a little more air and a little more room — perhaps even a little more beauty.

We, therefore, face not only the problem of renewing our old cities but controlling and directing urban sprawl and over-spill into some rational living form. Catherine Bauer, in an important article on city sprawl in the September 1956 issue of the ARCHITECTURAL FORUM, stated that people who look only to urban renewal to solve urban problems have been ignoring the inevitable impact of population growth and of metropolitan expansion. She pointed out that between 1955 and 1975 the population of the United States will probably rise by 56 million with a total of 55 million more people living in standard metropolitan areas. Miss Bauer made clear that the overwhelming majority of newcomers, at least 46 million and maybe more, will veer from the central city to the fringe, doubling suburban population and in some instances perhaps quadrupling it.

Science and technology today are far enough advanced to make it possible for us to provide for all of our citizens an utopian physical environment. While it may be a little too early to prevent a blizzard from descending on Ottawa this year, it will not be long before we will be able to provide sufficient protection of our

BEFORE REDEVELOPMENT. *Part of the site in Chicago's South Side which was cleared for the project shown opposite.*





homes and our communities to prevent at least the worst effects of climatic disturbances. Now that we are beginning to tap the vast sources of nuclear power, it is conceivable that we will heat not only the houses and other establishments, but also the streets of our cities and provide a man-made micro-climatic which meets the requirements of society at a given time in a given place. It will not be long before we have also learned how to handle one of our most aggravating problems — the disposal of human wastes, both organic and inorganic. It may not be long before we have created the autonomous house and can eliminate our sanitary sewerage systems. We are already beginning to clean up the air which we have been fouling for the last century, and we are beginning to restore our rivers to their primeval purity. We are bringing our oceans into the heart of our country and we are indulging in the kind of vast corporate enterprise which is re-shaping the continent and which will re-shape the lives of our children's children and their descendants. The imagination, the courage, the know-how which is going into

these great concepts — Kitimat, the St. Lawrence Seaway, the great new highway systems, and the pioneering communities in the wilderness of the Northwest Territory — all these are small examples of what can be done with the new technology now at our disposal.

Turning this technology to our old cities and to our expanding communities has been a very slow and halting enterprise. The laws of nature, exacting as they are, appear to be less troublesome than those of man. At least they appear to be more flexible and more natural. But it is the curious lack of acquaintance with what the structure of our communities might become that prevents us from applying at this time our full scale of technical knowledge to the improvement of community structure.

**LAKE MEADOWS.** *On the cleared site of one of North America's biggest slums (part of which is shown opposite) the New York Life Insurance Company is building a 2,000-apartment project in five 12-storey and four 21-storey buildings. No less than 91 per cent of the site will be used for public open spaces—lawns, playgrounds, streets and parking areas. Architects: Skidmore, Owings and Merrill.*



Photos on this page by Lewellyn Studio





## CITY RENEWAL IN ACTION

Here is where an organization such as the Community Planning Association of Canada could devote a major part of its energies. I am worried less about acquainting our planners and housing experts with what they can do or perhaps should do, than I am about communicating to the citizens by the appropriate educational devices, the tremendous potential that science and technology offers for the creation of an environment for better living.

Slum clearance and urban renewal are not grass roots movements, in the sense that the people in the slums are storming City Hall for better housing and a better environment in which to raise their children and in which to work. It is this strange problem which creates a dilemma in both our countries, a dilemma we face in the relocation of families who are to be evacuated from slum areas and who cling from habit and fear of the unknown to their substandard abodes and substandard neighborhoods, apparently the only kind of living they know and understand.

### ORGANIZATION FOR RENEWAL

Among the new scientific devices we are developing, are those which have to do with the organization of government for and the financing of urban renewal. The United States is now in its sixth year of experience with slum clearance, urban renewal, and urban redevelopment. The word renewal is intended to incorporate the concepts of slum clearance, redevelopment, the enforcement of sound housing codes, historic conservation, the rehabilitation of structures and neighborhoods and a wide variety of ameliorative urban enterprises. In this short period of time in which a huge program has been started, we cannot judge either the adequacy of the mechanism which has been devised or the solutions which have been offered. However, amazing progress has been made.

The United States Government is not organized to do a total job and never has been. The United States has never had a genuine housing and development policy. The present organization is an agglomeration of scattered activities developed by an accretion of Federal legislation over the past 25 years.

From the very beginning, two programs were developed from differing sponsoring sources which created a situation so mutually antagonistic that irreparable damage has been done to the social and physical structure of American cities. No administrator of our Housing and Home Finance Agency in our Federal Government has been in the position to, or has had the guts to knock the heads of the Federal Housing Administration (the mortgage insurance program) and the Public Housing Administration together. This mutual antagonism between public housing and the mortgage insurance interests has descended to the very lowest levels of government and also to the lowest level of vicious attack upon each other's programs. This cleavage right through the center of our national housing activities has been, in part, responsible for vast segregated economic areas of

public housing and of middle income housing. Also, it appears to have caused a lack of balance in the total overall production of housing to meet the requirements of all income groups at varying periods of time and in a wide variety of geographic places.

To further confuse our picture, veterans housing, military housing, rural housing, are all handled by separate agencies. There is no rural non-farm housing program, but we have vast areas of substandard housing and communities in our coal mining and other extractive areas. You may be building some yourselves.

None of the solutions which we have developed to date, huge as the programs are, can be solved until we have a central point of strength and command — until we have coordinated all of the housing programs, and tied other federal financing programs related to urban development, such as urban highways, urban public health as it may affect housing and community development, school-aid and welfare programs and many others, into some kind of a consistent whole.

Despite the high objectives of our declaration of national housing policy which I have cited above, our Federal Government has been unable to organize itself or the major community development problems towards which corrective legislation has been directed. There has been some talk about the establishment, at the level of the President's Cabinet, of a new Department of Urban Affairs commensurate in scale with our Department of Agriculture. The strength of our rural block in politics is still so great that this is probably many years off.

Yet we have today 59 percent of our population in standard metropolitan areas which are certainly non-rural in character and can expect at least 69 percent in these areas by 1975 (see ARCHITECTURAL FORUM, September 1956). With 95,304,000 people in our standard metropolitan areas and 51,023,000 in our central cities and the remainder in the fringe area, the basic importance of solving our urban development problems in a country of 161½ million people can readily be envisaged.

To you these population figures may seem staggering; but your Canadian growth is now beginning to parallel ours. I hope that the devices you are working on today for the control of deterioration and the development of fine new cities worthy of your future will not follow the disorganized pattern of the growth of American housing and planning organizational policy.

Today, with the utmost reluctance, our mortgage insurance program is moving into the rental housing field in redevelopment areas. Traditionally, mortgage insurance in our country has been devoted to new and economically safe development in the fringe areas of our metropolitan communities. The word insurance can hardly be applied under the circumstances as there is so little risk involved. I am convinced that, properly planned, there is very little risk in insuring private or



public development in redevelopment and renewal areas. We must have faith that we can plan rightly for the future of our cities or we will lose faith in our cities themselves. This we cannot afford to do.

#### NATIONAL RECOGNITION OF PLANNING

There are many changes that have taken place in the last six years of experience in the promotion of an action program for city development that are worth knowing. Perhaps the most important achievement of renewal in the United States is the strengthening of the planning concept due to the new program. Federal grants-in-aid for a two-thirds share of the cost of projects, including the acquisition of land and the demolition of structures where necessary, for the public improvements and facilities required, and to pay for the relocation of people and commerce, is based on a requirement that before a final contract is signed the plans for the redevelopment and renewal area must conform to a general plan for the locality as a whole.

The national recognition of local planning as an instrument of reasoned intent on the part of a local community has strengthened local planning commissions throughout the entire United States. The result is an increase in planning budgets, a tremendous demand for planning staff which our schools are unable to fill, and a very real improvement in the status of planning in the public mind.

Actually our cities have suffered, as have most cities throughout the world, from the lack of an existing general plan and an understanding of what general planning is. Planners themselves have been confused as to exactly what the ground rules should be; but gradually this is being ironed out and if progress in the next six years is as great as in the immediate past six years, we will be well on our way.

#### OBSOLETE MECHANISMS

An equally confused picture, and perhaps an even more important one, has been the obsolete mechanisms which make up the structure of local government. Frankly, no local government, in any instance that I could mention, has been ready to embark full scale on a true renewal program. Local community objectives have not been clarified and interim action agencies such as urban renewal authorities have been established to carry out the objectives of federal, state and local legislation. In most instances, these agencies are additions to an already complex structure of commissions, authorities, and departments. City government has not been reorganized to combine all of the functions that are necessary for the carrying out of a comprehensive program. This has led, all too often, to serious friction and confusion.

In addition, in the Housing Act of 1954, based on recommendations of the 1953 President's Advisory Committee on Housing Policies and Programs, cities must

have a workable program for renewal. This means that cities have to obligate themselves to carrying out a real and a very reasonable program of local responsibility in the preparation of the necessary by-laws, codes and ordinances, plans and programs which would support and protect the large expenditures of funds involved in renewal. It means that building codes, zoning ordinances, enforcement devices, public works programs and general plans must be combined in a kind of promissory note indicating not only goodwill but that the faith of the community is behind a federal aid program. The workable program idea is an extremely important device; and, although there may be some questions of interpretation, I am thoroughly convinced that it is fundamental to the mutual pattern of responsibilities which federal aid and local action require.

With a workable program added to the other responsibilities of the locality, a number of cities such as Philadelphia, New Haven, Chicago and Cleveland, established a new position in local government — that of a development coordinator — responsible to the Mayor to pull together all of the planning and programming trends in order that a consistent policy of urban renewal could be developed. But even here, despite the powers assigned to such a coordinator it has become necessary to work in the direction of the elimination of overlapping and competing functions of local government.

The science of local government is still in a primitive stage. Only recently the City of Baltimore has completed a major study of city reorganization to encompass the functions of renewal in the contemporary administrative scene. This is the first of such studies and perhaps marks a milestone in the type of analysis which is necessary in almost every instance to expedite renewal programs.

I cannot emphasize too much, however, that no one study in any one time, in any one place, can serve as the model for solutions in other communities. It was my privilege to serve on the Baltimore Urban Renewal Study Board and I am satisfied that we made recommendations which can benefit Baltimore, but whether they could benefit Montreal or Edmonton could only be determined by those cities themselves.

In the United States we have no metropolitan Toronto, no federation of our multiplicity of suburban independent communities. We are watching the Toronto experiment with great interest, hoping that similar devices can be found to solve our rapid increase of metropolitan problems. In the field of renewal, in only a few instances, are we able to handle the growing peripheral slum problem, including "road town" ("ribbon development"), within a county or metropolitan renewal jurisdiction. Nearly all of our renewal activity is restrained within the political boundaries of central cities. This is undoubtedly one of our most serious problems and one which we have not been able to answer as yet.



## CITY RENEWAL IN ACTION



Lawrence S. Williams

PHILADELPHIA'S "CHINESE WALL"—an elevated swath of railroad tracks which run through the heart of the city to the steps of the City Hall. With the removal of these tracks, a large area of the most strategic land became available for redevelopment.



Lawrence S. Williams

PENN CENTER—in course of construction. When complete, the city centre will be revitalized. Plans call for approaches at below grade level. Light and air to the approaches, including sub-grade gardens, will be provided through large wells in the floor of the Center.

### HOW BIG IS URBAN RENEWAL IN THE UNITED STATES TODAY?

I might say right off that it is not big enough, but it is growing rapidly and I am enthusiastic about it. It is very difficult to define the size of a program of this type. The term project that is used means very little in explaining magnitude since redevelopment and renewal in every conceivable type of activity may be undertaken. As of October 18, 1956, according to Richard Steiner, Acting Commissioner of Urban Renewal, Housing and Home Finance Agency, Washington,

"\$710,656,564 of capital grant funds have been reserved for specific projects and reservations are currently running at a rate of approximately a million dollars per working day. The rate at which the program is growing will also be apparent when we realize that the initial authorization of \$500,000,000 made by Congress in 1949 lasted until June 1955, a six-year period, while the additional authorization of \$500,000,000 made then will apparently be used up in about two and one-half years.

"As of September 30, 1956, these capital grant reservations covered 401 projects in 243 localities. While 17 of the 18 largest cities in the country — those whose 1950 population was 500,000 or more — are moving forward with extensive urban renewal programs, this is by no means a big city program. Projects are going forward in 58 cities having a 1950 population of less than 10,000, in 50 cities with a population of 10,000 to 25,000, and in 25 cities of 25,000 to 50,000 population. To put these figures another way, on September 30 this year capital grant reservations had been made for projects in 133 cities of less than 50,000 population in 1950 as compared with 17 cities of 500,000 or more.

"You may also be interested in a few figures on the status of these 401 projects. 130 were in the execution stage, i.e. *actual clearance and/or renewal activity was under way*; final planning was being done on 97; and 174 were in the preliminary survey and planning stage. Available today is one billion dollars in Federal capital grant funds and one billion in loans for urban renewal purposes under Title I, along with \$10 million additional for urban planning assistance under what is known as Section 701 of Title I. This latter planning loan provides a 50-50 matching grant for com-



PENN CENTER ESPLANADE. *A gracious pedestrian precinct replaces the clamour of the 'Chinese Wall'.*



Lawrence S. Williams

munities of 25,000 and under for planning purposes or for metropolitan and regional planning. For example, on the urban planning assistance program, 38 Tennessee communities of 25,000 population have received \$116,870 from the Urban Renewal Administration to be administered through the Tennessee State Planning Commission with matching funds. By August 15, 1956, 202 small communities in 12 States had begun work under this grant program."

But to return to the Title I Urban Renewal Program and its scale, we are finding now urban renewal projects developed in cities of every size, widely scattered throughout the United States and its territories. These projects are at various stages of development and completion. A few are completed as planned but a vast majority are still in the planning and development stage.

Varied experience has been found in obtaining the interest of private developers in renewal areas. Some cities have had great difficulty, and in others there is an outright competition on the part of developers for land on which they are to build in accordance with the approved renewal plan. Cities have wised up to the fact that in most instances they should start in areas which are going to attract private developers' interests early in the program so they are not necessarily picking the worst slum areas in which to begin their renewal activities.

A number of cities, for example Cleveland, Pittsburgh, St. Louis and Kansas City, have developed renewal cor-

porations or foundations designed specifically to provide financing for planned rebuilding in renewal areas and large sums of money are available through these corporations to serve either as revolving funds or for the purposes of direct investment. Contributing members to these corporations consist of banks, local industry and a wide variety of types of investment enterprise.

The Cleveland Development Foundation is an excellent example and is primarily the responsible agent for the Garden Valley Renewal Project, now under construction. We are just beginning to see a significant interest on the part of private entrepreneurs in this field. I am sanguine in my expectations that within a short period of time, as plans are firmed up, private enterprise will seize on the great new opportunity inherent in sound city replanning.

The City of Pittsburgh, one of the most progressive in the United States, making use of state redevelopment powers and with the assistance of the Allegheny Conference on Community Development in a united effort of public, civic, educators and public officials, is rebuilding the Golden Triangle, an unprecedented city rebuilding activity. In the Gateway Center and in Mellon Square we already have examples of an almost complete rebuilding job and now this enterprise is moving up the Hill where an equally spectacular community center is to



## CITY RENEWAL IN ACTION

be built, this time making use of federal renewal funds<sup>1</sup>.

In the meantime, a relatively small city such as New Haven, with a population of only 164,000 at the last census, is already deeply involved in its third major project which contemplates the rebuilding of a large portion of the downtown business area. At the same time, New Haven is working on a rehabilitation and conservation program in another area; and, in a third area, land acquisition is progressing rapidly on a major clearance for highways and new housing. I could continue to cite examples, but I am giving you these few illustrations to indicate that redevelopment and renewal is a very alive program although complex and controversial. Our laws have tremendous flexibility and we now can renew *almost* anywhere for any community purpose if in accordance with a plan.

### HOW DO WE SUPPORT URBAN REDEVELOPMENT?

To the best of my knowledge, no urban renewal program has gotten under way in any locality without the strong support of public officials, city leaders and the newspapers, television and other public relations mechanisms. What is attempted is a softening process so that the community may become receptive to new ideas. This means a selling program on a community-wide basis. It also means working closely with the social agencies and community interest groups in a genuine citizens' education program. Every man, woman and child must know what the objectives of redevelopment are and what can be done to make living in the city a happier thing.

In the United States today, we have, as I have indicated earlier, a complex and irrational hodge-podge of programs. This lack of unity and lack of direction at the top is reflected through regional offices into the actual structure of local government. We have housing authorities, and planning commissions, and redevelopment authorities and local underwriting offices of the Federal Housing Administration, and local mortgage bankers, home loan banks, councils of social agencies, real estate boards, home builders, chambers of commerce and many more. All of them are promoting their own programs, pushing and pulling and striving to find a place in the urban development picture.

This confusion of interests is difficult for the layman to understand. It makes the role of those in local government unbelievably difficult, particularly if the attempt is made to satisfy all critics. It is therefore of fundamental importance in our country, and I am sure in yours, that there be strong citizens' associations for planning and community development. Such associations should have the prime purpose of translating community objectives and also serving as vigilante groups if need be. I cannot place too much emphasis on the support that must be

given to such independent community organizations, because as the public becomes more and more aware of what can be done, it also should become aware of the fact that fraternalism rather than paternalism is going to bring about the right answers.

As inheritors of a long tradition of benevolent paternalism, we have allowed our cumbersome structure of authority mechanisms to supersede and even interfere with an orderly pattern of governmental responsibility. Ultimately these floating mechanisms must be brought to earth again and truly join forces with reorganized local government. This is both sound democratic politics and common sense. There is a congested highway to the future of cities on which no person can free-wheel without colliding with many other highway users. A driver's license on this highway does *not* mean license.

May I recall to your minds something said this August by Mr. J. S. Hodgson, Director of the Development Division of the Central Mortgage and Housing Corporation to the Canadian Federation of Mayors and Municipalities on the subject of redevelopment of Canadian cities — incidentally, this is a very great speech:

"We Canadians have a habit of speaking about the youth and vigour of our nation, and we are justly proud of the pioneering spirit that has produced a great country in the forest primeval. Only a generation ago Canada was chiefly an agricultural country. Urban redevelopment therefore has an unnatural sound in our ears. We readily see the need for redevelopment in ancient walled cities, and for rebuilding cities damaged in war, but it is something of a shock for us to realize that the cities of our young country are already old."

Mr. Hodgson ends his paper by saying:

"And, finding ourselves cutting out old cancers and creating efficient new equipment for our workday lives — new street patterns, new land uses, new buildings, parks and housing — let us not be content with mere efficiency. Redevelopment is necessary, but we can make a virtue out of necessity. In our reconstruction let us see our opportunity to include a symbol, a piece of excitement. After twenty-four centuries the Parthenon still expresses Greek civilization. Cities are Man's largest works; they can become his finest. Redevelopment offers us an opportunity to make a visible statement of the ideals of twentieth-century democracy."<sup>2</sup>

Even without the benefit of Mr. Hodgson's point of view, a curious thing has happened in the United States. It is an exciting and wonderful thing to review the plans which are now on the drafting tables of the American planners and redevelopers. We may not be building the Parthenons of today; but our sights have been raised significantly over anything that has been thought of before. We are making dreadful mistakes,

<sup>2</sup>Mr. Hodgson's address is published in full in the *COMMUNITY PLANNING NEWS*, No. 5 of 1956 (Community Planning Association of Canada, Ottawa). A French translation is on pages 157-61 of this journal, immediately following this article.

<sup>1</sup>*Grand Design for Pittsburgh*, by Mayor David L. Lawrence. *COMMUNITY PLANNING REVIEW*, Volume VI, No. 2 (June 1956).



# Philadelphia's Mill Creek Redevelopment Area

*Sketches by Louis I. Kahn, Architect*

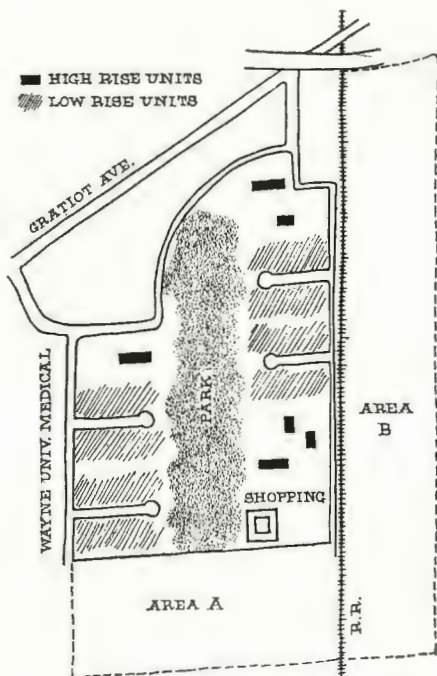


The sketch above is an aerial perspective of the area. The eastern part shows extensive rebuilding to replace blighted housing. In the right foreground are high-rise apartment buildings which are part of the Mill Creek public housing project. The western part of the area is primarily one of rehabilitation. It is being revitalized by the inclusion of green areas (like the one shown in the sketch on the left) leading to the core of the community. Shown below are a group of the high-rise apartments in the public housing project.

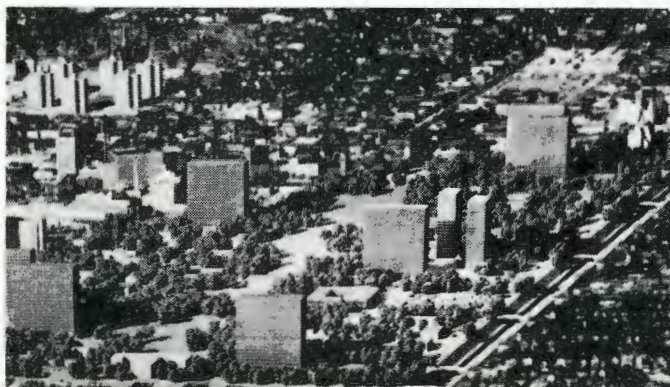




## CITY RENEWAL IN ACTION



DETROIT. The campus plan for the 50-acre Gratiot Redevelopment Area. Architect Mies Van der Rohe's combination of low-rise and high-rise dwellings grouped around the green central mall.



Photos: Bill Engdahl, Hedrich-Blessing.



but at the same time I can cite instance after instance in Philadelphia, Pittsburgh, St. Louis — all the way out to San Francisco, in Puerto Rico and in Hawaii — where extraordinarily imaginative and dynamic plans are now being brought to realization and some pre-vision of what the city of the future could be is beginning to appear. But — I must remind you that we have not begun to tackle the problems of the new slums that we are creating and that you are also creating. The higgledy-piggledy spill of our people on the lovely countryside is creating so appalling a predicament for future sound community development that one feels that, having just begun to find the mechanisms for the solution of problems in the central city, we are going to have to run as fast as we can to catch up with what is happening outside.

You Canadians are building a new country. Yours is a booming economy. Along the northern shore of Lake Ontario within a few years will stretch a huge lineal city. The boomtowns in the north and the west may well become major new centers in a short period of years. It is not too early today to plan wisely to meet this tremendous expansion head-on with an aggressive program directing growth, not preventing it, advising on and stimulating planning and making use of every conceivable assistance within your many great competencies. Laissez-faire in community enterprise today will spell disaster both today and tomorrow. We know enough now about what can be done with renewal planning to be sure that we are on the right track. Your new laws and your government organization, I am sure, can help in the building of the new Canada and rebuilding the old, once the Canadian people have come to understand and to want the job to be done in the right way. So, community education, community planning, and governmental assistance, going hand-in-hand with private enterprise, is the best formula there is.

Part of Mies van der Rohe's schematic model illustrates the informal grouping of buildings around the mall. Note the end of one of the four cul-de-sac accesses at lower left. The neighbourhood will be free of any through streets.



*Discours prononcé par le Directeur de la Division du Développement de la Société centrale d'hypothèques et de logement à la 19ème conférence annuelle de la Fédération canadienne des maires et municipalités à Hamilton, Ontario, le 21 août 1956.*

## LE RÉAMÉNAGEMENT DES CITÉS AU CANADA

par J. S. Hodgson, O.B.E.

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Une occasion de porter la parole à la Fédération canadienne des maires et des municipalités est toujours bienvenue, mais je vous suis particulièrement reconnaissant de m'accorder le privilège de vous parler aujourd'hui du réaménagement urbain. Je crois que le réaménagement, bien que ce soit là un sujet nouveau et bien peu connu dans les cités du Canada, est destiné à devenir d'ici quelques années l'un des plus importants modes d'activité des gouvernements municipaux.

### NOS ANCIENNES-NOUVELLES CITÉS

Nous, du Canada, avons l'habitude de parler de la jeunesse et de la vigueur de notre pays, et nous sommes à juste titre fiers de l'esprit de pionniers qui a fait jaillir un grand pays de la forêt vierge. Il n'y a pas plus d'une génération, le Canada était surtout un pays agricole. C'est pourquoi le terme réaménagement urbain produit un son inusité à nos oreilles. Nous comprenons facilement le besoin de réaménager les cités anciennes entourées de murailles, et de reconstruire des cités endommagées par la guerre, mais nous ressentons en quelque sorte un certain choc quand nous nous rendons compte que les cités dans notre jeune pays sont déjà anciennes.

Ce n'est pas simplement parce que nous avons des taudis, des bâtiments délabrés et des maisons à loyer surpeuplées. Certes, nous en avons en abondance. Nous avons des exemples de quartiers urbains à l'abandon qu'on ne trouve pas facilement ailleurs dans les pays civilisés. Une maison sur douze au Canada a plus de quatre-vingts années d'existence. Le recensement de 1951 a indiqué qu'il y avait plus de 100,000 maisons de qualité inférieure dans les cités de plus de 30,000 habitants, et peut-être un nombre aussi important dans les centres plus petits.

L'abolition des taudis est l'une des deux raisons profondes qui motivent le réaménagement. Certaines personnes s'attaquent aux taudis par sympathie, d'autres parce que les taudis sont laids et d'autres parce qu'ils sont inutiles. La question de l'abolition des taudis envisagée sous ces divers aspects a donné lieu à des projets d'élimination des taudis à St. John's, Terre-Neuve, à

Toronto et à Montréal. Et pourtant, pour une raison quelconque, les Canadiens n'ont pas été inspirés par cette idée. Peut-être a-t-on pensé qu'un jeune pays ne devrait pas se livrer à un tel genre de travail négatif de sauvetage.

### DÉSUÉTUDE FONCTIONNELLE

L'autre raison qui motive l'abolition des taudis est le renouvellement, afin de surmonter la désuétude fonctionnelle. Nous avons compris qu'il s'agit d'une entreprise plus vaste, plus constructive — afin de convertir des zones désuètes à des usages nouveaux et plus appropriés, au lieu de les accepter telles qu'elles sont comme inévitablement abandonnées ou des les épurer pour en faire des zones pour les pauvres et les vieillards. Il est vrai qu'un motif humanitaire peut déclencher cette transformation, mais nous visons à un renouveau complet plutôt qu'à un accommodage de la situation.

### L'AUTEUR

*Diplômé de l'Université McGill, boursier de Rhodes, docteur en philosophie de Oxford, ancien commandeur dans la Marine royale canadienne et employé civil avec douze années d'expérience, John Syner Hodgson, O.B.E., est encore un homme jeune.*

*Après avoir fait du service dans la marine pendant quatre ans, au cours desquels il a occupé des postes importants, monsieur Hodgson est devenu l'un des premiers membres du personnel de la Société Centrale d'Hypothèques et de Logement, le 1<sup>er</sup> janvier 1946. Il a été surintendant régional pour la région de Québec de la Société, de septembre 1946 à janvier 1954. Il est ensuite devenu surintendant général de la Division des hypothèques et de la propriété immobilière; et en mai 1955, lorsque la Division du développement a été établie, il en est devenu le directeur. La REVUE est reconnaissante à la S.C.H.L., à monsieur Hodgson lui-même, et à la Fédération canadienne des maires et des municipalités de la permission qu'il a obtenu de publier ce discours de date récente.*



Nos cités ont d'abord été des villages, et il était prévu dans leur plan originel de fournir les services centraux à de petits groupes de villageois. Dans ce temps-là, les gens étaient conduits à leur travail par un seul cheval-vapeur et non pas par deux cents: le moteur à combustion interne, le tramway, les complexités du commerce et de l'industrie modernes et la riche variété de notre vie culturelle et sociale étaient toutes des choses inconnues pour ces premiers villages.

Évidemment, à mesure que les villes se sont agrandies et ont subi des changements, elles se sont efforcées de s'accommoder aux nouveaux besoins. Les rues ont été pavées et élargies, la densité de la population a augmenté, les gratte-ciel ont surgi, les maisons ont été transformées et affectées à des usages commerciaux, les devantures en matière plastique ont remplacé le bois, la brique et la pierre. Les rues principales ont commencé à faire face à des problèmes toujours grandissants de congestion: elles n'avaient pas été projetées pour les usages qu'on en fait aujourd'hui. Une deux cents chevaux est présentement incapable de nous conduire à une allure digne. Et derrière les rues principales, aux devantures brillantes se trouvaient des zones à l'abandon, des zones qui ne répondaient plus à leur fin première d'une façon efficace et qui d'elles-mêmes n'en avaient pas encore trouvé une autre. Le premier plan ne valait plus rien, pour la bonne raison que la façon de vivre avait changé.

Présentement, des centaines d'acres de terrain situées au centre de chaque cité importante souffrent d'un état de léthargie historique. Le plan originel d'il y a un siècle, empêche la transition qui s'avère nécessaire dans l'utilisation du terrain. On peut trouver un usage à faire des machines désuètes, des vieilles automobiles et même des tomates trop mûres et des oeufs trop avancés; mais l'immeuble désuet est en même temps durable et fixe. D'où, le besoin d'une action positive afin de déloger la plaie du délabrement urbain qui se répand de plus en plus.

L'un des aspects importants de ce délabrement est l'incapacité d'agrandir les dimensions des rues, les bâtiments et les espaces qui les entourent ont besoin de répondre aux changements qui se produisent dans la population d'une cité et dans la gamme de ses organismes civiques et d'affaires. En conséquence, il est nécessaire de réaménager le terrain et de l'affecter à de nouveaux usages en plus grandes proportions. Le linge d'enfants fait bien à l'enfant, mais l'adulte a besoin de vêtements d'adultes.

## UNE OCCASION UNIQUE

Je crois que nous nous trouvons en face d'une occasion unique pour les quelques prochaines années. Pendant presque vingt ans nous avons été incapables de nous attaquer au délabrement du centre des villes: d'abord, nos facultés ont été absorbées par la guerre, et après la guerre la pénurie de logements a été telle que

nous avions réellement besoin de nos taudis comme abris. Au cours des quelques dernières années, nous avons construit un nombre de maisons nouvelles qui est presque le double de celui des nouvelles familles formées, et nous avons atteint le point où nous pouvons envisager de démolir sans en garder une sensation de culpabilité.

Tout comme votre Fédération, la Société Centrale d'Hypothèques et de Logement a présenté cette année un rapport sommaire à la Commission Gordon. Nous avons été heureux de remarquer qu'un grand nombre de nos conclusions étaient semblables aux vôtres. L'un des points saillants dans ces deux rapports a été le fait que dans le domaine du logement, les besoins futurs, bien que dans des proportions variées, peuvent facilement être satisfaits par l'industrie de la construction de maisons. Au cours des dix prochaines années, les bâtisseurs n'auront aucune difficulté à construire beaucoup plus de maisons que le nombre de nouvelles familles formées pourra exiger. Notre pays aura des possibilités de construction en trop et cherchera à exploiter de nouveaux domaines. Dans de telles circonstances, les municipalités canadiennes auront beau jeu pour lancer des programmes de réaménagement. Une partie de la vitalité constructive que l'on remarque maintenant à la banlieue des villes peut se reproduire au centre.

Mais ce qui est peut-être plus important, en 1965 — dans seulement neuf années — cette occasion n'existera plus, vu que nous aurons de nouveau à envisager une pénurie de logements qui proviendra du volume élevé des naissances dans la décade de 1940.

Il ne nous reste environ que cent mois de grâce pendant lesquels nous devons faire fonctionner nos cités d'une façon plus efficace. Si nous ne relevons pas ce défi nous pouvons être assurés que le nombre de taudis et le degré de désuétude auront beaucoup augmenté dans neuf années d'ici — car ces problèmes s'accroissent rapidement — et que la situation continuera d'empirer par la suite sans que nous ayons la même occasion de nous attaquer à ce problème.

## LES MODIFICATIONS DE 1956 À LA LNH

Il existe donc d'une part un besoin urgent de réaménagement et d'autre part une occasion unique. La modification récente apportée à la Loi Nationale sur l'Habitation nous fournit un nouvel instrument. Le Ministre des Travaux publics est maintenant autorisé à conclure une entente avec une municipalité qui désire réaménager une zone délabrée ou à l'abandon. Cette entente peut prévoir le paiement de subventions s'élevant jusqu'à la moitié du coût brut de l'acquisition et du déblaiement de la zone. Ces subventions peuvent être versées progressivement à mesure que la cité effectue les dépenses. Naturellement, en retour de ces subventions, le gouvernement fédéral se réserve le droit d'un recouvrement proportionnel à même tous les revenus provenant du terrain.



Cette modification a apporté un élargissement considérable à la Loi Nationale sur l'Habitation. Auparavant, il était spécifié qu'une aide pouvait être accordée seulement si le terrain devait servir, après le déblaiement, pour la construction de logements à bas loyer ou destinés à des fins publiques. En vertu de la nouvelle entente, le terrain peut être affecté à son "usage le meilleur et de plus grande valeur", que ce soit pour la construction de logements à bas loyer, à loyer élevé, de bâtiments publics, commerciaux ou même industriels. Naturellement, il existe des moyens de protection. "L'usage le meilleur et de plus grande valeur" se trouve confirmé par les renseignements complets que l'on obtient, y compris le plan officiel de la zone environnante. Étant donné que la Loi est une loi sur l'habitation, il y est spécifié que la zone choisie doit être en grande partie une zone résidentielle avant ou après le réaménagement: un projet de ce genre doit avoir pour but de supprimer des logements délabrés ou d'ajouter des logements nouveaux. Des ententes satisfaisantes doivent être conclues pour procurer des logements convenables, saufs et sanitaires à toutes les familles délogées par une entreprise de réaménagement.

Ces dispositions constituent la preuve d'un nouveau principe établi en vertu de la LNH. Auparavant, l'organisme qui entreprenait les travaux de réaménagement devait être un gouvernement ou une compagnie à dividendes limités. On considère maintenant le réaménagement comme un domaine où la participation de l'entreprise privée est la bienvenue. Une entreprise privée toute seule peut reconstruire sur un terrain ou même sur tout un groupe de terrains, mais il est peu probable qu'elle le fera si l'entourage est délabré ou s'il est peu probable que ses efforts lui procureront de rapides avantages. Pour ce qui est du réaménagement sur une grande échelle de quartiers complets, l'entreprise privée ne possède pas les pouvoirs d'agir seule. Dans ce cas, le déblaiement et le réaménagement doivent être faits sur l'initiative du gouvernement local. En vertu de la nouvelle législation, le terrain peut être vendu à des acheteurs particuliers pour qu'ils en fassent un usage approprié, ou si le prix courant immédiat n'est pas attrayant, le terrain peut être loué à bail pour un certain nombre d'années. Ainsi, le réaménagement devient un domaine où l'entreprise privée devient à même de pénétrer. On peut facilement s'imaginer un emplacement affecté en partie à l'aménagement d'un parc, en partie à des maisons à bas loyer et en partie aussi à des usages privés et lucratifs.

Il est évident que le réaménagement est une source de belles occasions pour les cités, en plus d'être une source de bénéfices par le fait de l'élimination des zones délabrées et de la construction par l'entreprise privée. Une partie de l'aire comprise dans un projet peut devenir l'emplacement d'un nouveau centre civique ou d'un hôtel de ville ou les abords d'un pont — toujours à condition que le déblaiement soit justifié d'une façon satisfaisante par la

qualité inférieure de logements. Évidemment, dans ces cas, la municipalité paierait la valeur équitable du terrain déblayé et ne bénéficierait pas tout simplement d'une bonne fortune.

La présente législation n'est pas restreinte aux grandes cités. On associe habituellement les taudis et la désuétude avec les grandes cités, mais toute proportion gardée cet état de chose peut être tout aussi mauvais dans les petites villes. Nous sommes déjà en pourparlers avec plusieurs municipalités d'une population de moins de 20,000 âmes qui ont de justes réclamations à soumettre et qui méritent d'être considérées.

Je voudrais souligner que la Société Centrale d'Hypothèques et de Logement n'est pas en mesure de prendre l'initiative dans la question du réaménagement urbain. Chaque cité est unique, et il incombe au gouvernement local de prendre l'initiative. La nouvelle législation permet d'obtenir une plus grande aide financière, mais chaque municipalité doit décider d'elle-même si elle a besoin de cette aide ou non. Chaque ville diffère de toutes les autres dans sa façon d'être et dans ses besoins. C'est pourquoi les intérêts locaux ont seuls la responsabilité du réaménagement.

Si par hasard vous songez à entreprendre un projet de réaménagement aux termes de la LNH, je vous suggère d'étudier les cinq questions suivantes—

La zone envisagée est-elle un bon endroit pour commencer?

Cet emplacement est-il délabré ou impropre à l'habitation?

L'usage que l'on projette de faire est-il le meilleur et de la plus grande valeur?

A-t-on prévu des conditions de logement satisfaisantes pour les familles qui seront délogées et à des loyers qui conviendront à leurs moyens?

L'usage que l'on projette de faire de cet emplacement s'adapte-t-il bien au plan d'ensemble de la cité?

Si la réponse à ces cinq questions est affirmative, je vous suggère de communiquer avec le surintendant régional le plus rapproché de la Société Centrale d'Hypothèques et de Logement. Il sera enchanté de discuter avec vous de ce projet et de vous suggérer les mesures à prendre.

À ce sujet, je devrais mentionner qu'il s'est produit une recrudescence d'intérêt local au cours des quelques derniers mois. La Loi Nationale sur l'Habitation apporte également une aide financière aux cités qui désirent entreprendre des études en vue du réaménagement, et l'on est présentement en train de faire des études de ce genre à Halifax, Saint John, Nouveau-Brunswick, Toronto, Winnipeg et à Vancouver. Ces études devraient permettre à une municipalité de constater le degré de délabrement qui existe dans ses limites et d'entreprendre



un programme ordonné de réaménagement. Tant que l'on n'a pas acquis une pleine connaissance des faits il est impossible de trouver une façon logique de faire du réaménagement. Une fois en possession de tous les faits, un conseil de ville peut déterminer les besoins et prendre les mesures nécessaires pour y répondre.

Je devrais également mentionner qu'en vertu de la Loi Nationale sur l'Habitation, les subventions ne peuvent pas être versées à une municipalité, en vue d'un projet de réaménagement à moins que le gouvernement provincial ait au préalable approuvé l'acquisition et le déblaiement de l'aire qui doit servir à ce projet. Naturellement, la question de savoir si la province devrait prendre à sa charge une partie des dépenses que ces travaux occasionneront à la municipalité, doit être décidée par la province elle-même.

Voici donc ce qui est prévu par la Loi. Le gouvernement fédéral paiera la moitié du coût immédiat et ultime d'un projet approuvé de réaménagement, en dehors de toute subvention du gouvernement fédéral au coût principal de reconstruction et en dehors de la part qu'il devrait payer pour les relevés préliminaires. On ne s'attend pas à ce que la nouvelle législation soit la source du déblaiement de vastes terrains en vue de la construction de logements, et on ne s'attend pas non plus à ce qu'elle donne lieu à des douzaines de projets de réaménagement en quelques mois. Nous croyons cependant, qu'elle sera rapidement reconnue comme un instrument très important pour encourager la saine croissance et la transformation de nos cités.

#### LE RÉAMÉNAGEMENT RAPPORTE-T-IL?

Le réaménagement en vaut-il la peine? Il est habituellement facile de l'établir par une opération de comptabilité municipale. Les évaluations pour fins d'impositions sont habituellement augmentées après l'abolition des quartiers délabrés. Par exemple, dans le projet de *Regent Park North*, les travaux de déblaiement ont contribué à multiplier par six les revenus en taxes de la cité pour cet emplacement, soit de \$36,000 à \$240,000 par an. Ces revenus aident évidemment à faire une nouvelle répartition des taxes municipales et ils sont donc les bienvenus: mais, je crains bien ne pas pouvoir comprendre la comptabilité qui considère que les taxes plus élevées servent à amortir le coût d'un projet de réaménagement. Une évaluation plus élevée peut bien être une conséquence d'une augmentation des valeurs, mais la valeur du réaménagement ne doit pas être mesurée suivant l'importance des taxes imposées sur la propriété réaménagée. D'autres critères sont beaucoup plus appropriés.

Dans certains cas, un projet peut rapporter des revenus en loyers et un prix de vente suffisants pour compenser son coût entier. Ceci se produira surtout lorsque la limite du projet est assez reculée pour englober la nouvelle valeur créée par l'abolition des zones dé-

labrées. Si l'aire du projet est trop restreinte, les spéculateurs particuliers peuvent s'emparer des revenus provenant d'un projet public de réaménagement.

Mais nous ne devons pas nécessairement nous attendre à une compensation immédiate en dollars. Toute entreprise qui en vaut la peine doit nécessairement coûter quelque chose. Nous ne nous attendons pas à recevoir notre nourriture gratuitement. Nous échangeons notre voiture contre une nouvelle et nous payons comptant pour la dépréciation et n'attendons aucun remboursement comptant. Un projet de réaménagement peut entraîner une perte nette mais je prétends que si on en a dressé le plan avec soin, il peut encore en valoir la peine, même du point de vue financier. Souvent, la municipalité y gagne du terrain public. Les coûts des services de sécurité et d'incendie sont invariablement réduits. Les valeurs des propriétés avoisinantes se maintiennent ou augmentent. Et ce qui est peut-être plus important, l'aire renouvelée fonctionne plus efficacement: sur l'emplacement d'un vieil entrepôt il peut maintenant se dresser un nouvel édifice pour bureaux, une maison de rapport délabrée peut être remplacée par un nouveau centre d'achats ou une maison d'appartements moderne, et les embouteillages de la circulation peuvent être remplacés maintenant par une circulation rapide et efficace. Ces bénéfices, bien qu'ils soient plus difficiles à calculer en dollars, sont d'importantes *plus values* financières.

Mais au-delà de ces facteurs, il y a les facteurs humains. L'élimination de ce qui blesse la vue produit une valeur esthétique. Le fait d'assurer des conditions convenables de vie et l'abolition de certains risques d'incendie sont des valeurs d'ordre social. La réduction de la criminalité et de la maladie, en dehors de ce qu'elles représentent du point de vue financier, sont intrinsèquement désirables. Si nous croyons que la personnalité humaine est influencée par son entourage c'est pour nous une obligation envers nos semblables d'assurer l'abolition des taudis; et nous nous devons de nous assurer que les parties désuètes et délabrées de nos cités soient restaurées à une vie nouvelle dans l'intérêt commun.

#### POUVONS-NOUS NOUS PERMETTRE DE RÉAMÉNER?

Il existe encore un courant d'opinions qui considère le réaménagement urbain comme un luxe qu'une municipalité doit se permettre seulement lorsqu'elle a des fonds en trop. D'autres en admettent le besoin mais prétendent que leur cité n'a pas les fonds suffisants.

J'aimerais à faire naître l'idée qu'une cité ne peut pas se permettre de se désintéresser du réaménagement urbain: car si elle s'en désintéresse, elle se dirige vers la banqueroute aussi sûrement que la compagnie de transport en camions qui décide qu'elle ne peut pas se permettre de changer ses véhicules. Aucune machine peut fonctionner continuellement sans qu'il ne se produise une



diminution de son efficacité et sans qu'elle devienne de plus en plus désuète. Si nous n'envisageons pas les coûts de la modernisation, nous les subissons sous forme de conséquences du délabrement et de l'inefficacité: si l'on prend l'initiative, le gouvernement a offert de payer la moitié du coût.

Même si les gouvernements ne prennent aucune part au réaménagement, il s'en produira quand même dans une certaine mesure. Il est impossible d'y échapper. Les terrains situés au centre des villes seront achetés par des particuliers et de nouveaux bâtiments remplaceront quelques-uns des anciens. Mais un réaménagement purement privé est habituellement fragmentaire. Il ne renouvelle pas des zones entières et ne change pas tout le plan d'une ville. Seuls les gouvernements peuvent aménager du terrain pour produire un changement systématisé.

### PLUSIEURS ASPECTS

Le réaménagement est compliqué, vu qu'il consiste en rien moins qu'à refaire le plan du milieu humain. Chaque cas est différent des autres dans ses détails. Un projet implique plusieurs années d'efforts soutenus. Aussi on ne devrait pas entreprendre trop à la légère un projet de réaménagement.

L'idée du réaménagement soulève évidemment le problème de trouver un nouveau logement pour les familles qui sont évincées des zones centrales réaménagées. Quelquefois il peut être approprié de les loger sur le même emplacement, mais dans plusieurs cas les familles aussi bien que l'emplacement trouveraient avantageux de se séparer. Il est clair que toute tentative de déménager des familles du centre d'une ville vers la banlieue entraîne tout le problème du gouvernement métropolitain et le besoin d'organismes locaux qui peuvent s'occuper de la manoeuvre nécessaire pour loger à nouveau et réaménager suivant une méthode propre à une région urbaine. Les cités ne peuvent pas bénéficier des avantages de la transformation du terrain sans résoudre le problème de loger à nouveau les personnes évincées.

Naturellement aussi, la protection de notre stock de logements urbains n'est pas entièrement une affaire de démolition et de reconstruction, pas plus que la médecine consiste entièrement dans la chirurgie. Il n'est pas toujours nécessaire de sacrifier de vieux bâtiments qui ont une valeur historique ou esthétique. De plus, tout programme de suppression d'une zone délabrée doit comprendre des mesures de conservation adéquate afin d'empêcher le délabrement. La mise en vigueur de codes appropriés régissant l'entretien et l'occupation, dans des zones qui ont connu de meilleurs jours, bien qu'elle soit évidemment difficile à pratiquer, peut empêcher une zone ancienne de tomber aussi rapidement en ruine. Cela aidera aussi à faire disparaître les "valeurs astronomiques" des

prix élevés que l'on exige pour ces terrains de taudis et ainsi, le coût des zones choisies pour être réaménagées s'en trouvera réduit. À ce sujet, je devrais mentionner qu'il est maintenant possible d'obtenir un prêt jusqu'à concurrence de \$4,000 pour améliorer une maison unifamiliale, par l'entremise des banques et aux termes de la Loi Nationale sur l'Habitation: ces prêts peuvent être un instrument très utile dans tout programme municipal de conservation.

La conservation des bâtiments est utile, nécessaire et négligée, mais elle ne changera pas le caractère ni la fonction d'une zone et ne sauvera pas ce qui ne peut plus être sauvé. Elle peut être un retard inutile là où l'usage qu'on fait du terrain est déjà désuet. La conservation est un supplément au réaménagement mais elle ne peut jamais en être une alternative.

### UN BESOIN IMMÉDIAT

Aujourd'hui, nous avons à faire face à un besoin qui grandit sans cesse: le délabrement se répand rapidement dans nos cités canadiennes et il n'est pas enrayé d'une façon efficace. Il nous est donné une occasion qui a été refusée à la génération précédente et qui le sera peut-être à la prochaine. Présentement, la LNH modifiée offre une aide considérable. Les membres de cette Fédération ont déjà indiqué qu'ils ont l'intention de prendre la tête du mouvement qui s'attaquera au problème du réaménagement. Pour ma part, je voudrais vous assurer que la Société Centrale d'Hypothèques et de Logement, qui entretient des rapports très cordiaux avec un si grand nombre de gouvernements municipaux, est prête à vous aider.

Et, pendant que nous nous débarrassons des vieilles plaies et que nous créons un équipement nouveau et efficace pour notre vie de tous les jours, — de nouveaux aménagements des rues, de nouveaux usages des terrains, des bâtiments nouveaux, des parcs et des maisons, — ne nous contentons pas uniquement d'être efficaces. Le réaménagement est nécessaire mais nous pouvons faire de nécessité vertu. Dans notre reconstruction, voyons une occasion d'y inclure un symbole, un sujet de vive émotion. Après vingt-quatre siècles, le Parthénon rend encore hommage à la civilisation grecque. Les cités sont la plus grande oeuvre de l'homme; elles peuvent devenir sa plus belle oeuvre. Le réaménagement nous offre l'occasion d'exprimer d'une façon tangible les idéaux de la démocratie du vingtième siècle.

Considérons nos cités, non seulement comme un ensemble de bâtiments et de rues, ni seulement comme un ensemble d'immeubles, mais comme la structure même de notre civilisation du vingtième siècle. Nos réalisations dans le renouvellement de nos cités rapporteront des dividendes non seulement aujourd'hui mais pour les générations à venir.



# A RECREATION COMMISSIONER'S VIEW

by J. Alph. Dulude

It is a great honour to be associated with those supporting community planning—doubly so, when one's profession is an important link of that chain which binds together all the communities of Canada in *one* Association for *one* purpose, namely the planning of better living standards for our people.

The link I represent at this conference is the Parks and Recreation Association of Canada whose members are the community workers who depend upon good community planning for the success of their activities.

As a member of both associations, I cannot stress enough the need and the importance of good parkland planning for recreational programs at the municipal level. This is our immediate and urgent concern.

First, let us correct past errors by our predecessors in urban planning, who through lack of foresight or lack of fighting disposition, have failed thousands upon thousands of people still waiting for a park or playground promised at the turn of the century. Let us give them that land in our redevelopment planning.

Secondly, let us not repeat these same errors by planning beautiful homes, ideal communities and super-highways, while our children are, and will be for a long time, playing in muddy fields or getting killed on streets, or while our old folks are being deprived of happy hours at the community centre.

Even at this moment in many cities, sewers, water services, sidewalks, street paving, street lighting, garbage collection, mail distribution, trees, commercial centres are receiving more attention than sites for the community school, church or park.

It is therefore our job as members of this Association to correct this deplorable situation; it is our responsibility to provide in our plans open spaces for recreation; and it is our duty, as community planners to help our governments to find ways and means to finance the developments of municipal and community parks in conjunction with the other municipal services, and not twenty-five years after their dedication as such.

The dedication of parkland for recreational purposes in a community housing project or a municipal redevelopment is as important as a school site which is pretty well defined by the school authorities as to its location and its size.

On the other hand parkland standards are yet to be defined, because many of our municipal authorities are working in the dark and are in a difficult position when it comes to set aside land for park and recreation purposes,

*A talk given by Mr. Dulude at the National Planning Conference, October 29. Mr. Dulude is Commissioner of Public Recreation in the City of Ottawa and President of the Parks and Recreation Association of Canada.*

probably because we did not give them the tools to work with.

This is where our Association should take the leadership and suggest — better still insist — that the Canadian population is entitled to so many acres of parkland. God is on our side in this request because He was more than generous to us in open space.

If we agree with this school of thought, we must start with our municipal councils and ask them to dedicate parkland at two levels at least, namely the municipal level to serve the locality, and at the community level to serve all the people. At the municipal level, the authorities in parks and recreation agree that a municipality must provide 200 acres of parkland with recreational facilities of all types for every 40,000 of population. At the community level — no one agrees; some favor an open space every quarter of a mile, others want a large area to serve four or five communities.

Personally, I believe both sides are wrong and after 30 years of experience in my profession, I believe that there should be a community centre of some two to three acres for each community whose people have chosen to share together their community life. After all, who lives in a dream community, if it is not people who have the same aspirations, the same ambitions, probably people with similar occupations or professions. In other words, they are people willing to pay a little more for the privilege of living in a community of their liking with people of their liking.

Like our Ottawa Branch of the Association, which has its "Dreamtown", this is my municipal and community parkland dream.

There are of course, people who never had and never will have a chance to live in one of our dreamtowns. For those people, we must plan for open spaces. For them we must fight even if it means taking over an expensive lot in a commercial or a residential district, or a boulevard for recreational purposes. But we must look after all our people no matter where they live.

This brings me to say to you that, providing we work and plan together for a good cause, happiness can be found anywhere in Canada. The size of the community does not mean anything. What counts are the people who live in it and to whom we are dedicated as community planners and workers.

Let us remember: where the community planner ends, the community worker, your recreation and park man, begins.



# TENTH ANNUAL CONFERENCE

## Summary and Comments at the Closing Session

*At the final session of the Conference on October 31, 1956, Mr. R. E. G. Davis, the first President of the Association, presided. To begin the discussion, Mr. Stanley H. Pickett had been asked to try to summarize and comment on the entire proceedings of the Conference; and at the end of the discussion, Mr. C.-E. Campeau was asked to give an impromptu comment. A large part of their remarks are printed herein.*

### REMARKS OF MR. STANLEY H. PICKETT

Urban Redevelopment Officer  
Community Planning Association of Canada

This morning I have been given a task which I regard as a difficult one — that of attempting to bring out of the welter of words and ideas and stimuli which we have had given to us, thrown at us, and shown to us during the past three days, my personal feeling as to what are the salient points and lessons we can learn from this, our Tenth Annual Conference.

Let me tell you right at the outset that, although I have attempted to put my thoughts into something approaching order, I claim no success.

First of all, I think a really important point has been brought out by many speakers, including Mr. Feiss at the luncheon the other day, by Mr. Bacon and Professor Stephenson yesterday, and by several others. It is that the prerequisite for any program of community or urban redevelopment or for any solution to the fringe problem, is dependent upon the basic instrument, which takes the form of a comprehensive plan for the city or community.

There is a risk that in the interest which is now being taken in redevelopment, we shall lose sight — perhaps at a local level and perhaps even at a higher level — of this overall planning concept. We must be careful to avoid making the mistake of thinking about redevelopment as an end in itself, because it is not.

Just to set before you a figure to give some idea of the magnitude of the urban problem, I will repeat Mr. Feiss' statement that there will be fifty-five million more metropolitan dwellers in the United States in the next twenty-five years: fifty-five million more!

I think the approach to the metropolitan problem is a threefold one. There is, first of all, the endeavour to find a solution to "suburbia", to universal chaos on the fringes of the metropolitan areas. Secondly, there is the attempt to find a solution to the problems resulting from the movement and parking of the two-ton, two-tone terror; and, thirdly, we must endeavour to redevelop and renew the central core of our cities so that we may have an integrated whole.

I therefore regard as the first lesson of the conference this fact: that renewal is part of the comprehensive plan, and

that the comprehensive plan is the essential basis for any renewal program.

Of course we may go further than that, because behind the comprehensive city plan there lies the matter which was brought forward by Mr. Wilson and others — that of the regional plan into which the city plan is fitted.

We were told by one speaker that within the next thirty or forty years the whole north shore of Lake Ontario will be one lineal city including what is now a relatively small city — Toronto. It is in pondering that type of city, that type of development, that type of future, that we see that something more than a city plan is urgently needed.

To illustrate the interrelationship of these plans, let us consider an analogy. Some of us can still dimly recall when it was possible to have a house and ample estate, several acres in extent. If you will regard the plan for the disposition of furniture in the living room of that house as a project plan, then the plan for the whole house, the position of one room in relation to another, can be thought of as the city plan, containing several "project plans", and of course, capable of expansion, sometimes planned by an architect, more often by the tender ministrations of a jobbing builder.

And then, moving outside the house itself, we find in its relationship to the rolling acres beyond and its relationship to other houses which are on adjoining properties a somewhat inadequate analogy to the regional plan.

Within the regional plan we come to another important factor which has arisen at this conference, namely, the need for something to be done for our smaller cities.

There is a terrible risk in planning in Canada — and indeed elsewhere — for our thinking to be always metropolitan. There is a very real fear in some peoples' minds that the small city is not given sufficient attention.

I believe, myself, in the validity of the statement that the techniques and arguments used in the large city are also applicable, in modified form sometimes, to the smaller city; but some do feel that we should devote more time and more publication space to small city problems.



Perhaps I might relate a little story which was told in Newfoundland. A gentleman from New York once took a boat cruise around that island. He stopped at a very small community which bears the name of Spanish Room. In conversation with an elderly native, the New York man said: "There are ten million people in New York City and you have only two hundred people in Spanish Room; yet I doubt if there is a man in this place who can tell me anything that goes on in New York City."

To which came the reply: "Yes, I suppose there are ten million people in New York City and only two hundred people here; but I doubt if there is one man in New York City who can tell you anything that goes on in Spanish Room."

That may be a silly tale, but the moral is a good one. Size alone is no measure of civic virtues.

I think that the problem of the small cities has been brought out here. We must see to it that in our planning for the proper growth of, let us say, Vancouver, Toronto or Montreal, we do not overlook the problem of the smaller centres.

I have had some experience with small town planning — towns up to twenty-five or thirty thousand people and I know that the problems which are difficult to solve in large cities are just as difficult to solve in the small cities because there we are so much closer to those problems, and there all the personalities and the technical men employed are subject to much more direct and active criticism.

I suppose the principal element of our discussion has been that of urban renewal. We have had three or four very interesting sessions on that subject alone.

There is great interest in Canada in urban renewal at the moment which I think has been generated in part by the plans which have been brought forward, or which have been coming along over the past year or so for fairly large projects in some cities.

It has also been generated by the comprehensive changes in the Federal legislation which now makes it possible for better things to be done and better financial arrangements to be made to do them.

I think our opening session showed most graphically what is happening in our Canadian city centres and there is, in this hall, a very fine display of models of projects which are actually taking place.

I have no doubt that such an exhibition could not have been arranged, even five years ago. There is a very real pursuit of and interest in renewal and that is an important fact which we can recognize.

I was very much struck by Senator Croll's statement that initiative for renewal is to be found at the local and municipal level and that local factors, therefore, check progress and action on renewal. I think that is very true!

I know from my own experience that there is a general lag of about three years in even a modest scale renewal project, between the first formulation of ideas and the actual start of construction on the ground.

Nevertheless, I think the corollary to Senator Croll's statement is also true. If we can create local enthusiasm and local interest, then it will be possible to speed progress

in urban renewal and to compress those two or three years of lag into a few months. This is where CPAC can be of peculiar importance.

Mr. Scott and others have brought up the point that the role of the provinces has not been given the emphasis which should have been given to it. I want to clarify that point. If the city or municipality wishes to have a study made of conditions under Part V of the National Housing Act, or if they wish to go ahead and acquire and clear land for redevelopment purposes, then in either case it can only be done with the approval of the provincial government concerned.

I think it is important that that point be given emphasis. The solution to the administrative aspects of renewal is to be found in closer cooperation and goodwill, a common striving towards a common objective.

Last of all on the subject of renewal, I want to say a few words about relocation. Mr. Scott and Mr. McCondochie told us that this was a vital human problem, and they told us a great deal of interest about it.

When you redevelop and pull down property, what do you do with the people who are in the houses which you pull down? That is the question, and a good relocation program is the answer.

We were told that forty to fifty per cent of the families displaced will look after themselves, and we were told that a few of them would go across the road and live on the other side.

Let me say firmly and emphatically that in my view that is not necessarily a good thing. It certainly eases the administrative burden on the people who are carrying out the project. But, we must be careful that in relocating people we are not simply relocating slums. Just to transfer a problem from one side of the street to the other is not to make a significant contribution.

The heart of this problem is to be found in citizen participation; and that leads to the question of public relations. Citizen participation is vital. Here is the very crux of things as far as CPAC is concerned. It cannot be over-emphasized that CPAC is a citizens' body. As our chairman told us just now, we are very interested in the activities of planners and we welcome their support. Nevertheless, it is the prime duty of CPAC to foster citizen support and citizen participation in planning matters.

From Mr. Bacon's statement yesterday — and I propose to enlarge upon it slightly if I may presume to do so in his absence, because only a few days ago, I had the pleasure of spending a few days in Philadelphia — it seems to me that citizen participation in renewal takes place on two quite separate and distinct levels.

First of all, there is citizen participation at the level of influence. The Council on City Planning in Philadelphia is such a body. It comprises one hundred or so very influential people. It has a strong nucleus and it is really able to get things done by municipal and city councils. It also carries great weight with a large group of citizens representing Chambers of Commerce, financial houses, and so on.

I think that in the formulation of policy and in the setting up of administrative arrangements, citizen participation at this level is of paramount importance.



However, I think it is equally important that when you get down to project planning and to renewal on the ground, you then need citizen participation at project level! In Philadelphia that has been done most successfully. Each project has its own citizens' committee, and each committee is set up before the old houses are pulled down.

In this problem of relocation, of "juggling" if I may call it that, which Mr. Scott described yesterday, and which most housing authorities have to do — the moving of people from one old house to another while the first house is pulled down — how much easier is the problem if the work can be done in conjunction with the citizens' committee which represents the people concerned.

I must confess that in one project with which I was concerned we made a mistake in this respect. We had good citizen participation at the level of influence but we failed adequately to consult and consider the very people who were moved, who were primarily concerned. I hope that these human angles will be amplified later by our panel this morning.

Public relations emerge from this conference as vital. We have all tended to overlook the value of publicity. We saw in Mr. Bacon's presentation yesterday morning, using a superb visual technique, just how planning proposals can be explained to the public.

I heard recently of a planner in another city who, in order to get his plans over to the population, made no fewer than three hundred and eighteen public speeches over a period of two or three years. As a result of this the city plan has been enthusiastically accepted by the great majority of the population.

Finally, the last vital point which this conference has shown me, is that it has poured light upon hitherto obscured aesthetic values. After all, in planning and in redevelopment and in the work of CPAC, there are considerable cultural elements. In that regard, I am reminded of an experience I had recently of seeing a radio telescope at work. It pointed at dark areas of the sky and it registered the existence of stars which we otherwise would never be able to see. We have been shown at this Conference how beauty can again shine forth from the dark, blighted patches of the earth.

Professor Stephenson yesterday emphasized the need for beauty in our environment, the need for our cities to be a delight. These ideas were given magnificent endorsement by His Excellency the Governor General at the dinner on Monday night when he made an eloquent plea for the need

of flowers and parks and tree-lined streets — the need for the city beautiful as opposed to the city utilitarian.

Mr. Bacon has shown us a glimpse of the sort of thing that can be done. As one walks through the centre of Philadelphia when it is completed in fifteen to twenty years time, it will indeed be a beautiful city in which anyone may have justifiable pride.

Those of us who, a few years ago, saw the Festival of Britain will appreciate all the more Mr. Bacon's presentation, because at the Festival we were given a foretaste of the sort of thing that is now happening at Philadelphia and indeed in other cities all over the world, and which I hope, in a few years time, will be happening in the cities of Canada!

When you stress the aesthetic values, and when you look at the magnitude of the work which is necessary, and the tremendous plan which has begun to work in Philadelphia and elsewhere, as we saw yesterday, I think we have another lesson brought home to us which I feel very strongly, namely, our responsibility.

We cannot afford to make mistakes. We cannot afford to renew wrongly. We cannot afford to plan badly in any of the three-fold phases which I have outlined.

Mr. Scott yesterday made reference to the question of the Federal Government finding that it has a financial interest in slum areas because of future depreciation of an area which has been renewed with a substantial contribution of Federal funds. Personally, I think that can be avoided by using thought and the imagination that we possess, and using to the full our techniques and skills so that when we do renew, we do so within the provisions of a comprehensive plan, under which this gloomy situation will not arise.

In opening our conference, Mayor Whitton asked us to be realistic in our approach to planning. Some of us may feel that this talk of aesthetic values and of dreams is not realistic. But to be realistic doesn't mean necessarily that we must have the realism of the commonplace.

The vision of a city which will be a place of delight is surely just as realistic as a design for a safe, sanitary city of undistinguished ugliness. If our cities are renewed by the splendid technology of our age, guided by minds which never lose sight of this vision of what a city can be, then I think it not too much to claim that we shall have gone a long way towards answering the profound question posed by Mr. Stewart Bates, as to how the empty hearts of men can be filled.



# TENTH ANNUAL CONFERENCE

## Summary and Comments—continued

### REMARKS OF MR. CHARLES-ÉDOUARD CAMPEAU

President, Community Planning Association of Canada

It has been clearly indicated by the discussions that blight elimination and slum clearance, by themselves, have not much meaning, unless their replacement is provided for. This consideration brought forward a fundamental requirement — namely, that slum clearance and blight elimination and urban redevelopment have to be integrated within a comprehensive master plan.

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There is quite a difference between detailed planning and master planning. It is absolutely unwise to undertake any major work in any city before one has some general idea of the basic needs of the community and before the fundamental principles of future growth have been well established by master planning.

On the other hand, we must not forget that any human achievement worthy of mention is always the result of many trials and errors. In trying, one is always bound to commit errors. It may be preferable, as somebody said during this morning session, that some planning operations be done even if they are not thoroughly integrated into a very detailed master plan, provided they are not incompatible with the general frame of the city development.

Technique is evolving very rapidly and the social needs also are evolving. Unfortunately, a generation lasts for only about twenty-five years, although structures do last for a longer time than that; and what has been appropriate for one generation does not necessarily fit the needs of the next. Consequently, there will always be a need for redevelopment, and, in that respect, the Community Planning Association did well to get an officer to stimulate redevelopment and it should keep at it for a long time.

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At some of the early meetings, there was some stress put on the necessity of regionalism. This is a special aspect of Canadian planning, where diversity has to exist within unity. It should be the task of CPAC to stress that we will reach the best development in planning if we respect those regional differences and integrate them in the overall Canadian realm.

\* \* \*

What do we want? Do we want single family houses? Do we want high-rise apartments or California bungalows? Do we want garden cities? Do we want *La Cité Radieuse*

of LeCorbusier? Do we want satellite cities? Or do we want an extended suburban sprawl from Montreal to Toronto, integrating everything in between in a greater . . . Montreal?

Well, that is up to us and that is where CPAC has a big role to play in trying to set out some fundamental basic requirements for our Canadian communities.

However, I think that there should not be so much time spent on discussing theories and directives to be given to planners, but rather, on ways and means of doing planning. We must not forget that we are in this modern age of "do-it-yourself". In most cases where I had the opportunity of dealing with little municipalities, I noticed that, most of the time, the people didn't know or the city council didn't know how they should *start* to do planning. Should they start first to retain the services of a consultant? Should they see Mr. Burroughs Pelletier over there in Quebec? Should they seek legal advice in order to know how to start? I think that is the main point. There is a big opportunity now to do planning in Canada. Everything is there, but we don't know how to use the tools which are at our disposal. For example, I was surprised to learn from my friend Alan Deacon, that in the Province of Ontario there is a special fund for helping small municipalities to acquire land for parks and playgrounds.

I could tell you about a lot of cases in the Province of Quebec where the people did not know what the law authorized them to do about planning. I have often read and I have often heard people saying that in Quebec there is no planning law and that, consequently, no planning can be done. You would be surprised, looking at the *Towns and Cities Act*, and the *Rural Code*, to learn that Quebec towns and villages have powers in the planning field which Ontario communities do not have. However, most of the people don't know about it. People don't know the ways and means available to do planning. This is a real task for CPAC's future action program.

We must not forget that we have to deal with people. If we don't educate the people, if we don't teach them what they need and what they should require for good living, planners will be at a loss. I would say that it is not only necessary to train planners, but also to train people in this field of planning.



# HOW TO ASSIST THE SMALLER CITIES AND TOWNS

Reports of four regional panel discussions

## COMMENT STIMULER L'URBANISME DANS LES PETITES VILLES CANADIENNES

Rapports des quatre discussions régionales

### ATLANTIC PROVINCES

Reported by E. G. Allen, Deputy Minister of Municipal Affairs,  
Province of New Brunswick

There has certainly been general agreement amongst the Atlantic delegates that all our communities are small, and that all our communities — with the exception of those that are purely rural or farming areas — fall into one of three different groups:

- (1) the closed group where you have a central town or city surrounded by suburbs or a fringe area;
- (2) the isolated community which has no suburb; and
- (3) the ribbon areas.

We feel that from a planning viewpoint, more thought must be given to the smaller community than to the larger community; and we also feel that the lack of planning is more acute in the smaller than in the larger community because the smaller community, in most instances, cannot or will not pay the planner any salary.

There was general agreement that we in the Atlantic provinces should start to plan more on a regional basis, since it is probably more practicable to establish a regional plan than to start with smaller areas and then to work up to a regional plan.

Therefore it would be right to say that our Atlantic provinces might consider forming divisions or regional areas; — be they three, four or five — with a supervisor of planning in each area.

We also felt that regional planning would help to lead towards amalgamation. I am very safe in saying that amal-

gamation is badly needed in many municipalities of New Brunswick today.

We are in complete agreement that our people need more education on planning. Perhaps when we understand fully that lack of planning is affecting our pocket-books, then the average taxpayer will be more willing to listen to the planner. In other words, when he is shown that individual planning is costing him more money, I think he will be more willing to go along with some form of co-ordinated planning effort.

We also felt that our plans must be workable, and that it might be a good idea to have some form of agency established to make simple plans which the average layman could read, because if he can understand it and see that it is possible to accomplish it, then I think our chances of success are much better.

We even went so far as to discuss the possibility at some time in the future of trying to establish a commission for the four Atlantic provinces — since we feel that we form a region which is somewhat unique in itself. But that is just an idea; it may be worthy of discussion in the future.

In short, we did not come to any definite conclusions; our time was too short. But those are some of the things we discussed; and I think we may all go home knowing that we have a better understanding and appreciation of some of the difficulties that arise in the Atlantic provinces.

### LA PROVINCE DE QUÉBEC

Rapporteur: Lucien Fontaine, Directeur, L'Écho Abitibien, Val d'Or.

Le comité de la province de Québec s'est réuni sous la présidence de M. le Maire Wilson de Verdun, avec environ trente-cinq personnes qui ont pris part à la discussion.

Les principales discussions ont porté d'abord sur la nécessité de lancer une grande campagne d'éducation afin de faire connaître à la masse, aux administrateurs et à l'élite la nécessité de l'urbanisme, de faire connaître cette science et, surtout, de vendre cette idée aux individus et aux municipalités.

On a également insisté sur l'importance d'avoir une association très forte sur le plan provincial — elle existe déjà — et de constituer de nombreuses sections locales qui, elles, s'affilieraient dans une section régionale.

On a insisté aussi sur l'importance d'éduquer la masse pour qu'elle soit convaincue que le plan directeur d'urbanisme pour une ville est aussi essentiel dans une collectivité que peuvent l'être les services d'hygiène, de santé, ou les différents services sociaux qui sont reconnus comme étant d'utilité publique.



On a également demandé de considérer l'urbanisme à l'échelle régionale plutôt qu'à l'intérieur des municipalités qui ne correspondent plus aux besoins actuels ou futurs. Les problèmes des petites municipalités, au point de vue urbanisme, sont moins complexes que les problèmes des grandes agglomérations, parce qu'on a moins à débâter pour rebâter. Par contre, ils présentent peut-être plus de difficultés, parce que dans les petites municipalités il arrive que beaucoup de gens sont intéressés directement à mettre leur mot dans la chose publique, avec le résultat que ceux qui découvrent ce mot qui peut sembler nouveau, l'urbanisme, s'imaginent que le fait de l'avoir découvert leur confère la science de l'urbanisme et se constituent urbanistes. Ceci complique singulièrement la tâche de ceux qui ont la responsabilité d'administrer la chose publique.

Une action doit également être exercée pour amener une modification de certaines lois provinciales, qui faciliterait l'application de l'urbanisme, entre autres la question d'homologation de terrains, pour éviter toute spéculation, dès qu'un plan directeur a été constitué.

On a également adopté deux résolutions formelles, dont la première se lit ainsi:

Le service provincial d'urbanisme de la province de Québec devrait préparer un cahier descriptif ou un guide pour être distribué aux municipalités, afin de leur indiquer la marche à suivre pour appliquer l'urbanisme dans leurs villes.

### PROVINCE OF ONTARIO

**Reported by W. A. Dempsey, Regional Supervisor,  
Ontario Division, Community Planning Association of Canada**

In our Ontario panel, we considered the problem of the small municipality as related to the formation of a joint planning area board, and we had as an illustration the services of the Metropolitan Toronto Planning Board.

In the case of a joint planning area board, it was considered that there was greater efficiency, that the work was done more cheaply, and that it was performing a great service which a local board in itself could not do.

In the case of the Metropolitan Toronto Planning Board, it was assisting the local municipalities to form a main structure of planning, and it was giving advice to a limited degree as a consultant agency.

Dealing further with the problem of the local municipality and the impact of sudden development, it was realized that when this impact comes there is not a readiness to employ the necessary staff and to appropriate sufficient funds to make a proper study.

It was felt that a great deal should be done to get local municipalities to take immediate steps to ascertain what the actual land use of their areas should be rather than to have a development take place without a prediction of the results and without any study.

As to assistance from the Provincial Government, an outline of existing services and their corresponding agencies in the municipalities was given: the Conservation Branch and the Conservation Authorities; the Community Planning

La deuxième résolution recommande aux autorités provinciales de reconsidérer le mémoire qui a été soumis à la Commission royale sur les problèmes constitutionnels, le mémoire qui avait trait à l'urbanisme et aux modifications qui devraient être apportées pour faciliter l'urbanisme dans la province.

*Now, I would like to say a few words in English, to summarize what the Quebec panel has discussed this afternoon.*

*The main point is that we should have in the Province a campaign of education. All those who took part in the discussion agreed that the people of the Province are not too familiar with the science of town planning and that, therefore, the people and the municipal councillors and mayors should be informed along these lines.*

*Two motions were passed in the Quebec panel.*

*The first one is that the Provincial Town Planning Service should prepare a guide to be distributed to the municipalities, in order to let them know what they need to do if they want to have a master plan in their municipalities.*

*The second motion is that the Government of the Province of Quebec should reconsider the brief which has been presented to the Royal Commission on constitutional problems, and to follow, if possible, the recommendations which were included in that brief.*

Branch and local planning boards; the Housing Branch and the Housing Authorities; the Trade and Industry Branch and the regional development associations.

The Community Planning Branch has one field man which, it was observed, is totally inadequate. But there are difficulties in the way of getting trained staff; and, although it was not stated, I think there was the implication that there was a lack of funds for getting planning done generally.

There was concern about land use with a desire to keep a certain percentage for industrial development and that this was sometimes a threat to agricultural land which had special use, for example, the fruit or peach belt in Niagara; and there was the argument that it was better to retain certain agricultural land for the production of food, and to keep it available for open space. It was noted that there had to be an objective study of what the actual needs were according to the population and circumstances of the region in which any one area was located.

From the professional viewpoint, it was observed that it was better to emphasize the term "town planner" rather than "professional planner", and that our professionals should be community planners, having regard to the fact that their functions were not merely confined to the planning of towns, but to looking into the importance of the entire area within the planning jurisdiction.

The belief was expressed that we should have some assistance to identify the planning problem of the muni-



cialities in the very early stages of development so that future errors could be avoided. In fact, it might be determined initially whether or not any development should be permitted.

Government was urged to take a greater part. It was considered that there should be more technical service given, and more field men available. It was felt that some field men should be permanently located in various regions of the province.

It was suggested that Town Councils should be given a procedure, or a recommendation at least, under which all matters touching on future development should be referred to their Planning Boards before the Council made a decision, so that the Planning Board might perform its function in a general way rather than on a specific detail without a realization of the overall development of the municipality.

From the viewpoint of the CPAC, it was strongly recommended that there should be an acceleration of public education, that literature should be varied and made avail-

able to serve many types of people, and that included in such literature there should be graphic and pictorial material and some simple material which would attract public attention even among many people who have not given consideration to town planning before.

It was also requested that there should be more radio and television education on planning, that we use these media to get to the people in their homes, and that we go not only after the adults, but also endeavour to put planning information into the schools with particular regard to geography courses.

As to the advisability of this type of discussion at our National Conferences, it was requested that this procedure be followed again in future years with more time given to it. It was felt that it would be very beneficial to planning.

Finally, it was felt that CPAC should endeavour to get—I quote verbatim—"a social services agency, or an agency vitally concerned with social conditions, to give study and research to the social implications of physical planning".

## WESTERN PROVINCES

Reported by Mrs. C. R. Wood of Stony Plain,  
Chairman of the Alberta Division of C.P.A.C.

Besides the scheduled participants in our Panel, there were about 20 observers who participated helpfully in the discussion.

There was general agreement that the smaller communities can obtain a better knowledge of planning and get action through (1) education; (2) the CPAC directly; and (3) their local municipal councils.

In the time available, no common recommendations could be arrived at; but a number of the ideas expressed may be tabulated as follows:

### A. Education

#### (1) At the University level.

- (a) It was suggested that Civil Engineers should have planning training. This is being done in at least one university.
- (b) One western university was reported to be holding an extension course in Community Planning with an attendance of approximately 30 students. The same university is holding a series of evening lectures sponsored by CPAC, also well attended.
- (c) A course in planning is to be introduced into the curriculum of teacher training in one province.

#### (2) At the High School level.

- (a) In one province, high school students are invited to attend CPAC conferences. An essay contest follows each conference.
- (b) The National Council of CPAC is exploring the possibility of preparing a textbook on planning.
- (c) More should be done to circulate appropriate books in high schools.

#### (3) At the Elementary School Level.

- (a) There is need to stress the importance of social responsibility and associate the child with the physical structure of the community.

- (b) Planning could well be brought into geography and social study classes.

- (c) Many of our finest citizens come from the small country towns; they are often unduly sensitive to the smallness and the ugliness of the communities which they have left for the big city and therefore tend to ignore their home environment.

- (d) CPAC should take action to bring community planning to the classroom so that the advantages of country life and the small community can be given proper emphasis.

### B. Direct Action by C.P.A.C.

- (1) CPAC holds conferences in the smaller communities in two Western provinces. After considerable trial and error a special type of conference is emerging for these locals. It has been found that the best results are obtained and most action is forthcoming when the conference concerns itself with some particular local problem. Usually the result is a request for professional planning assistance whereupon a need for broader planning schemes is derived.
- (2) CPAC has an obligation to bring pressure to bear on Provincial Legislators. A note of despair was raised to this suggestion but new hope was aroused when it was reported that one Divisional Secretary presented the same brief six times to the Legislature before some action was forthcoming.

### C. Action through Municipal Government

- (1) It was pointed out that municipal action is very closely allied with financial assistance.
  - (a) In Saskatchewan, planning service is available but is not being used by the municipalities.
  - (b) In Alberta the provincial service is being over-taxed.



- (c) In Manitoba there is no provincial planning service but interest is being aroused by municipalities.
- (2) It is apparent that the municipalities are not fully aware of the provincial legislation available for planning.
- (3) The statement was made that we live in a society having a 20th century economy but saddled with a 17th century conception of government. Local government reform is necessary.
- (4) It is necessary that municipalities should realize that good planning produces an increase in property values implying a corresponding increase in taxes.
- (5) Although federal aid is not within the scope of the BNA Act, some assistance could be forthcoming if the Federal Government paid taxes on its property within the municipality.
- (6) Financial assistance to municipalities to enable them

to do their own planning is more effective than the supply of professional service by the province.

- (7) Where a planning service is made available it is important that the planner carry through his job during the implementation stage of the plan. The planner so employed should endeavour to obtain the maximum contribution from municipal staffs.

### Recommendations

Some recommendations were suggested for presentation to the National Council, along the following lines:

- (1) that the CPAC continue the review of Provincial Legislation with special regard to the use being made of and the effect obtained from existing statutes;
- (2) that the CPAC conduct a national essay contest on the subject of, or some aspect of, Community Planning;
- (3) that the program of the CPAC should place more emphasis on influencing the younger generation.

## REVIEWS

### Metropolitan Development in Alberta The McNally Report

**Report of the Royal Commission on the Metropolitan Development of Calgary and Edmonton.** January 1956. The Queen's Printer, Edmonton, Alberta. Price \$6.50.

Professor H. B. Mayo, Economic Consultant to the Alberta Royal Commission on Metropolitan Development, has presented an excellent summary of the joint planning methods studied by the Commission, the scheme finally recommended, and the objectives sought to be achieved, which appeared in the *COMMUNITY PLANNING REVIEW* for September. The following comments are of a more general character.

The Order-in-Council setting up the Royal Commission and stating its terms of reference failed to define the expression "surrounding areas", with the result that the Commission found it necessary to distinguish between the *metropolitan area*, or central core including the city in which population is densest, and the *metropolitan district*, or economic watershed of which the city is the focal point.

The development of the metropolitan areas of Edmonton and Calgary, each expanding into their metropolitan districts and giving rise to sporadic unplanned settlements and ribbon developments, follows a familiar pattern. And the problems thus engendered are manifold. Increased capital expenditure to provide public utilities, school, and other community services result in increased taxes, increased debt (on a per capita as well as an absolute basis), and increased aid from the provincial treasury. The outer settlements are of course even less capable of paying their way. They are generally mere dormitory towns whose inhabitants work in the central city, shop in the central city, and make use of its services without contributing to their maintenance.

Attempts to control this disorderly outflow of city

population have been made, and are being made, but as yet without satisfactory results. Planning under provincial statute is in operation in metropolitan Toronto and the surrounding country, and green belt "binders" are being used in the United Kingdom, to mention but two outstanding experiments. But the fringe developments remain to be dealt with if reasonable urban health is to be achieved or, in some cases, restored.

The general problem is worldwide, but each country, each province or state, and each city has its individual problems peculiar to itself, and those common to Edmonton and Calgary are no exception. Both cities had lain almost dormant in respect to population growth between the collapse of the land boom prior to the First World War and the discovery of oil and natural gas after the Second World War. Expansion had then become phenomenal. Although great expansion was taking place in Toronto, Montreal and Vancouver, as well as elsewhere in Canada, Edmonton and Calgary continued to rank first and second in the rate of population increase.

This tremendous increase in so short a time was quite naturally reflected in the capital requirements and the debt of the two cities, the expansion of their utilities, their social problems and school enrolment. Both, however, were fortunate in having land available to accommodate the population influx and only fifteen percent moved outward into the fringe communities.

A careful analysis of population figures has been made in the report. It is shown, for example, that both cities have a higher-than-average proportion of young people, and — less satisfactorily — a lower-than-average number of high earning (and hence high tax-paying) adults in the 35-64 age group. Both these facts have important implications and, while the Commission quite rightly declines to make specific predictions on the basis of figures which may depict an unusual and perhaps temporary situation, it recognizes the



presumption that the high percentage of young people in both cities will most likely result in continued expansion. In any event, such a probability should not be ignored in planning the future.

The Commission's study of the fringe settlements about Edmonton and Calgary reveals a dismal picture. The case of the Municipal District of Strathcona is peculiar, but otherwise, with the possible exception of Jasper Place contiguous to Edmonton and perhaps Glencoe to the south of Calgary, both of which for different reasons might eventually be able to make some financial headway, the fringe communities are without adequate water distribution or garbage collection and entirely without sewage disposal; they have inadequate police protection, only volunteer fire brigades, and very little health or welfare services. Their schools are inadequate and they depend entirely on the city for libraries, high schools, and hospitals. Housing is between medium and low cost. School debt is high. Originally unplanned, generally without industries or hope of industrial development, they are quite naturally in desperate financial straits.

A further comparative analysis on a per capita basis of assessments, expenditures, debenture debt, municipal assistance grants, education expenses and school operating grants in the cities and in their fringe communities conclusively demonstrates that, with the possible exception of Strathcona, these fringe communities cannot hope to develop independently. Their problem is a metropolitan problem, and it can be solved only on a metropolitan basis.

One very interesting chapter is devoted to town planning legislation in Alberta, the machinery it provides for administration and control, and how this has worked out in practice. The key organization in the Alberta plan is quite obviously that of the district planning commissions which are set up by Order-in-Council, but unfortunately only on the request of a local municipality instead of also, as in Ontario, on the initiative of the provincial minister.

In operation, the district planning commission machinery has revealed other flaws. Because membership in the district planning commissions is on a voluntary basis, withdrawal of any member municipality can wreck the over-all plan, as actually happened in the Edmonton district. The central cities are under-represented, having no greater voice than any of the peripheral villages. The powers of the district planning commissions are insufficient and their duties too indefinite. The Royal Commission has recommended the necessary amendments to rectify these deficiencies, and, in particular, that each district planning commission be specifically charged with zoning the area under its jurisdiction, establishing implementation priorities, and submitting plans for public buildings and parks.

Recognizing the impracticability of expecting unanimous agreement by all members of such an organization, the Royal Commission has recommended that a two-thirds vote be made sufficient and that, once a program has been authorized, all local municipalities within the plan be *required* to pass the by-laws necessary to implement it.

The Royal Commission found that lack of co-operation between the Highway Department, the municipalities concerned and the district planning commission had permitted development of undesirable projects, and recommended closer co-operation. Recommendations were also made for

improved appeal facilities and for better control of interim developments pending final authorization of official plans.

Other sections of the report deal with the finances of Edmonton and Calgary and the search for possible solutions of the chronic insufficiency of revenue in both cities. But today, to a greater or less extent, these problems confront almost every municipality no matter what their form of government may be.

A peculiarity of the Edmonton area is the previously-mentioned Municipal District of Strathcona, lying to the south-west of Edmonton, into which approximately \$200,000,000 of oil refinery and petro-chemical capital has been poured during the last few years. This startling development has unduly raised the assessment of the previously-insignificant municipality and created a decided imbalance in relation to the other area municipalities. It has also established a not-unexpected determination on the part of Strathcona to remain independent of any metropolitan amalgamation for the Edmonton district. However, the Royal Commission's conclusion is that, if Strathcona were to be exempted and permitted to develop into a separate and independent city, there would nevertheless eventually be one continuously-populated area joining the city to Edmonton, but there would be two governments, a duplication of costs and such other attendant evils. Their recommendation is therefore that Strathcona be included in the metropolitan plan irrespective of local preferences.

The problem posed by Strathcona's opposition to metropolitan "engulfment" typifies the basic difficulty in achieving implementation of metropolitan planning. The resistance of local communities in a metropolitan area to any form of amalgamation faces metropolitan planners in every democratic land. This persistent opposition arises whenever a satellite community becomes self-sufficient, or potentially so, and this seems particularly true where metropolitan communities are separated — yet joined — by harbours and waterways, as in Halifax, Vancouver and Montreal. It will be remembered that in Toronto too there was implacable resistance to federation and that eleven of the twelve suburban municipalities concerned, in the words of Mr. F. G. Gardiner, "violently and vitriolically defended their sovereign rights to remain locally autonomous".

Nevertheless, in both Edmonton and Calgary, amalgamation is fairly generally accepted as the solution of the metropolitan problem best calculated to provide a solid foundation for future growth. But the municipal councils disagree as to the way amalgamation is to be accomplished. On the part of the cities there is also the consideration that tax poverty and sub-standard services, or lack of them, in the fringe communities would place an even heavier burden on the city taxpayers if amalgamation took place, such as discouraged Toronto from further action along that line after 1912.

In connection with this problem, however, it is acknowledged that the lack of balance between commercial-industrial and residential assessment in the fringe communities is due in a large measure to their proximity to the central city. Such imbalance is not found in other more distant communities of approximately the same size. And again, this lack of balance is a potent factor in the restriction of borrowing power.



The Royal Commission, being charged with recommending the form of government best suited to the two Alberta metropolitan areas, first reviewed existing experiments in metropolitan government. The trend in Alberta has been toward placing all the functions of local government in the hands of one elected council responsible for both taxation and expenditure, and legislation has consistently followed this objective in recent years. Moreover, the federal type of metropolitan government, whether as exemplified in the United Kingdom or in Toronto, appeared to be much more complicated than was required either in Edmonton or Calgary.

The Royal Commission also rejected a mere retention of the present establishment, even when embellished and improved by special agreements with the fringe communities, as well as a proposal to develop the County Act to provide a more familiar form of local government. Its final decision—in line with the already-established legislative trend and generally-accepted preference—was to recommend simple amalgamation.

It was also recommended that school and municipal boundaries be made co-terminous and that such boundaries provide for continued expansion during the following fifteen years. Other matters relating to the practical details of amalgamation by the extension of public utilities, mass transportation and the adjustment of finances are of less general interest.

But, quite apart from purely local problems, which are yet often illustrative, there are many observations in the report which are of wide application. Perhaps the most interesting and important feature is the disclosure of inadequacy in such a highly-organized planning structure as that already provided by Alberta legislation. The representations of the City of Ottawa to the Joint Committee of the Senate and the House of Commons on planning the National Capital also illustrate the inability of planning legislation to control interim developments which are contrary to the accepted master plan. The recent report on planning in the London region of the United Kingdom tells the same story. Is the democratic form of government incapable of carrying metropolitan planning into effect?

In any case, the report of the Alberta Royal Commission demonstrates that legal machinery to achieve any effective implementation of metropolitan planning has not yet been established in that province, even though its failure may point the way to a more successful effort in the future. The method recommended by the McNally Commission is, in Professor Mayo's opinion, designed to do just that—to make joint planning effective, to provide adequate interim controls, and to do so in as democratic a manner as possible.

Nevertheless there is an element of coercion in the recommended legislation, at least in so far as the dissenting municipalities are concerned, and this is likely to give pause to legislatures in other states and provinces. At the same time, a successful result in Alberta would undoubtedly have a great influence on the future course of planning legislation, now in the main snarled in the uncertainties of political policy.

MONTREAL

GEORGE E. SHORTT

## "Dangerous for Immature Minds"

**The Nature of Cities**, by L. Hilberseimer, Paul Theobald & Co., Chicago, 1955. 286 pages, 252 illustrations. \$8.50.

Most books on City Planning seem to follow the same pattern. They are not so much books presenting and developing a consistent theory as loose collections of essays unified mainly by the personality—and the idiosyncrasies—of their authors.

Hilberseimer's book is no exception. It consists of three essays, each about 100 pages long. The first deals with *Origin, Growth and Decline*; the second with *Pattern and Form* and the last with *Planning Problems*.

The first traces the history of cities and of the more primitive forms of settlement which preceded them from the Stone Age to 20th century America. It is hard to see to what type of reader this presentation is directed. A large part of the text is devoted to a summary of conventional High School history with much emphasis on politico-military events which should be familiar to any educated reader. On the other hand the illustrations, presented generally without date, without scale, and with a bare minimum of legend, can be correctly interpreted only by the specialist in the history of city planning.

The second essay which, like the first one, contains many interesting illustrations and some valuable insights, unfortunately follows Gantner and others in attempting to press the infinite variety of city forms into two boxes labeled "geometric" and "organic", the first of which is supposed to represent the "autocratic" and the second the "free" city! This prejudice leads the author to make statements like "the earliest autocratic cities . . . in the near east . . . having dominant axes leading to important buildings". In reality we do not know whether Mohenjo-Daro was autocratic and we do know that Ur was not—and in neither have we so far discovered any axis.

Hilberseimer has enough good sense to recognize that his theory does not fit the facts and therefore makes a third box for the "colonial" city which is both "free" and "geometric". Had he gone one little step further and noted that there are also many towns which are both "autocratic" and "organic", he might have freed himself from the whole nonsense and recognized that the relation of content to form is far too complex to be accounted for by such oversimplified conceptual schemes.

The third essay on *Planning Problems* presents the author's program for the salvation of our cities. Essentially it consists of four ideas:

- (1) orientation—all habitable rooms should face south;
- (2) through traffic—all streets should end in cul-de-sacs, with the exception of very few (10 for all of Metropolitan Chicago) major arteries;
- (3) industrial nuisances—residential areas should always be windward of nuisance industries, their boundaries being de-limited by the smoke pattern;



(4) congestion—the big city is to be broken up into self-contained “communities” of about 50,000 inhabitants.

The product resulting from the application is a slightly modified version of the “ribbon city”, proposed 25 years ago by Milyutin in the Soviet Union, and shares its merits and shortcomings. However, what is most characteristic of Hilberseimer is the dogmatic consistency with which he pursues his ideas to their ultimate conclusion, even to the point of absurdity. This is most patently evident in his universal application of the cul-de-sac. This would result in enormous detours which would be costly under normal conditions and catastrophic in an emergency.

In dealing with air pollution, the author ignores the fact that, at least in North America, wind may blow in any direction, and that velocity (the slower the worse), temperature, and humidity may create more serious conditions than mere frequency. The fan-shaped “communities” which appear in all Hilberseimer's plans may owe their origin more to deep-seated memories of his native Karlsruhe than to their alleged safety from air pollution.

Like other “decentralists”, Hilberseimer believes he has solved the problem if he designs “a functioning unit in which related areas are within walking distance of each other”. But the essence of the Metropolis is just that it contains not one but many such areas; it is the relations between these units, not those within each of them, which create the urban problems. The decentralist “solves” them by pretending that they do not exist. Hilberseimer tries to answer this objection by stating that “the residents of any community within a ribbon settlement would be, so far as time is concerned, no further away from those in other communities than the suburbanite of today is from the sprawling metropolis”. This statement is demonstrably false: a “ribbon settlement” for a million people would be 100 miles long; a ribbon containing the population of Metropolitan New York would stretch from Maine to Florida.

Actually Hilberseimer proposes, in his Chicago Plan, not a ribbon settlement but a gigantic gridiron composed of ribbon settlements. It is evident that the intersections of the ribbons would be points of extreme concentration and congestion under conditions of private ownership of land; and Hilberseimer nowhere questions those conditions. Even under conditions of public ownership, these nodal points, with their advantage for the location of central functions, would be the main problem points. On Hilberseimer's plans they are just road intersections in open country—presumably cloverleaves, though these are not shown.

Hilberseimer does assume a Central Business District for Chicago which is to consist of super-blocks and apparently to be served by private automobiles; but the suggested basement parking would be quite inadequate and create most difficult entrance and exit problems.

Hilberseimer's book might be dangerous for immature and inexperienced minds. It adds little to the insight of the mature and imaginative planner. It may however provide a useful stimulus to the experienced but not too imaginative planner in jolting him out of his routine. It is recommended to this type of reader.

TORONTO

HANS BLUMENFELD

## Toward Neighbourhood Design

**Principles of Small House Grouping.** Published by Central Mortgage and Housing Corporation, Ottawa. 55 pages. Distributed free on request.

In its excellent publication, *Principles of Small House Grouping*, Central Mortgage and Housing Corporation makes a distinguished contribution to one of the most difficult visual and functional problems of town design, the small house environment. There is no part of new Canadian town growth more distressing to mind and eye than the single family districts of suburbia. By courageously tackling these problems, CMHC explores an issue basic to the quality of our residential environment, and for this the careful attention of all those who design, build or inhabit this new housing is due. It is heartening to witness CMHC's continued concern, a concern reflected in such previous publications as *Selecting a Neighbourhood*; the *Housing Design Supplements 1 and 2*; and the articles by Hugh Owen on *The Design of Housing Groups and Urban Spaces* published in the *COMMUNITY PLANNING REVIEW*.

The current book is directed mostly to house builders and not primarily to the experienced housing designer; but there is another audience who certainly should understand its viewpoint. The principles indicated should somehow be brought to the attention of the general public because an educated consumer is probably more of a factor in good design than an educated producer. One regrets that the appearance of the *PRINCIPLES* follows rather than precedes production of the 1,000,000th house; but much better late than never.

*PRINCIPLES OF SMALL HOUSE GROUPING* is organized under four headings: the Design of Dwellings; Design Examples; the Design of Housing Groups; and the Street Picture. The work concludes with a useful bibliography. In the face of so much material that desperately needed to be said in this understandable and logical manner, one hesitates to be critical, but it is perhaps a weakness of the foreword to the *PRINCIPLES* that too little attention is paid to the concept of the school-centred neighbourhood unit of Perry which is so important to a comprehensive development of house grouping.

The first part of the book, *Design of Dwellings*, examines: planning the house; the house on the lot; the shape of the house; exterior treatment; economy through standardization. These are considered relevant to problems of visual order and disorder. In discussing “the house on the lot” it might have been well to consider in some detail, as they affect design, mechanical services of water supply, sanitary and storm drainage, alternative location of power and telephone lines, street lighting and residential street furniture. None of these receive attention. The excellent diagram of the house on the lot (page 11) could have been enlarged to explore adjacent service yards, and alternative house setbacks to improve sideyard privacy.

Part 2 presents seven studies of houses incorporating the ideas of Part 1, illustrating possibilities for achieving harmonious variety in prototypes for groups. In general the designs are creative attempts to solve the house in the group, but there are some curious defects in detail. In examples 1,



2, 3, 4, and 6, the amazingly frequent journey to the bathroom of children entering the garden or rear door is routed in greater or lesser degree through living dining areas. Garages are rarely drawn on the plans and in certain instances would be difficult to place in satisfactory relationship to the service entrance. Too frequently there is no differentiation in plan shape between dining and living space. All plans would have benefited in understandability if major furniture had been drawn; in some cases effective furniture arrangement for daily living is extremely difficult. Criticisms of the submitted designs, however, should be considered against the very real contribution of houses which rotate, expand and permit various plan conjunctions to exhibit unity of group appearance combined with diversity of solution. The booklet provides a beginning in the layout of house groups; and it shows how intimately related to this aim is the appropriate arrangement of rooms and outbuildings. It is to be hoped that this relationship will be further developed, both in publications and in practice.

Part 3, the *Design of Housing Groups*, is a most useful and thoughtful contribution. It deals with circulation; residential access streets; block and lot planning; landscape design; relationship of dwellings. The sketches on page 41 are noteworthy in a book of good sketches. Certain criticism does occur with reference to the community layout called Open Plan on page 33. The school is not central to the houses served, or, if serving a wider area, is not well related to the boundary road; and it has no proper playground, being of the same width as the linear park strip central to the group of loop streets. One might suspect the necessity of pedestrian paths down the rear of lots which front on small quiet residential loop streets, although eminent projects from Radburn to Kitimat employ this principle of complete separation of pedestrian and automobile. It is nonetheless a concept slightly suspect in usefulness and certainly suspect in first and upkeep costs. In addition the diagram shows a shopping centre and some row houses. The row houses presumably need the park facility even more than the single family houses but are remote from the park and separated from it by the only access roads to shopping centre parking. Every child from the multiple family portion of the community must cross this access road on its way to the school which is curiously located at a point remote from the higher density units. The presentation of the relationship of dwellings on page 42 is particularly good, raising as it does the question of individual identity within the group — at once the triumph and the curse of democracy.

The final section called *The Street Picture* deals with grouping on the continuous street; streets designed as major grouping elements; street intersections; miscellaneous street patterns; single and semi-detached house groupings. Visual qualities of the street are thoroughly documented and appraised. The argument closes with a diagram and comment on single and semi-detached house groupings. This rather limited suggestion should be broadened to relate high-rise and horizontal accommodation, single family properties, shopping centres, park boundaries (particularly internal play-parks, and the generally unsolved dilemmas at the boundaries of neighbourhood units). But perhaps these questions are the concern of further publications.

Faced with the overall successful presentation of a complicated and sometimes arbitrary problem, it is perhaps unfair for a review to indulge in rather petty detailed criticism, but the high level of these recent CMHC publications and the important nature of the problem tackled in the *PRINCIPLES OF SMALL HOUSE GROUPING* merit the compliment of careful criticism. We must all wish the *PRINCIPLES* an immediate circulation to builders, planners, architects, and, most important, to the customer who will feast or starve his eyes on house groups.

TORONTO

JAMES A. MURRAY

## What Kind of Communities Do We Want to Create?

**Community Building: Science, Technique, Art**, by Carol Aronovici, Doubleday & Company, Inc., Garden City, New York, 1956. 321 pages, with bibliography. \$7.50

There is still much discussion among persons in and out of the planning profession about the nature of planning. On one side are those who stress the element of "art" in planning—including design and what Professor Holford recently called "the plastic arts". On the other side are a relatively small handful who argue that the process of planning, if not yet a "science" (in particular a social science), at least must be based on a scientific method. Somewhere in between are those who emphasize the technical and administrative side of planning, who argue that planning is a tool of municipal government for implementing the social and economic goals of our communities through the improvement of the physical environment.

These different schools of thought in turn naturally hold different concepts as to the type of educational program best suited to developing professional planners. The "design" school of thinking emphasizes civil engineering, landscape architecture, and civic design; the "science" proponents argue that a planner should be familiar with political, economic and social organization and processes, with statistics, economics and the theory and principles of industrial location, and with the skills of logical analysis, scientific method and social research. To those who favour a technical and administrative approach to planning, the important requirements are a sound general education; a study of history, institutions and planning law; and, above all, administrative experience, no matter in what field.

Unfortunately these discussions have been fragmented and disparate. I know of only a few attempts to really clarify these positions in a deliberate and clearcut manner. It is almost as if the subject were one which could only be discussed in whispered tones. Whether this is because the people are so busy with day-to-day problems that they lack either time or incentive; perhaps it is just easier to operate on a day-to-day basis. Therefore, when a book comes along such as Aronovici's, which tries to face this question head-on and proclaims loud and clear the author's position, this reviewer, for one, welcomes it, and says "hurrah".

Drawing on his many years of planning experience as a practising consultant and teacher, Aronovici argues that community planning—or what he aptly calls "community



building"—must encompass all three disciplines; it must be at once a Science, a Technique, and an Art. For example, in the *Introduction* the author says: "While the actual planning of cities, towns, and villages is a technical process of providing the means of affording each expression of co-operative living, the means of achieving a given end, the conception of a plan, must be predicated upon sociophilosophic principles rooted in the synthesis of human knowledge and experience on the one hand, and upon human aspirations on the other". In fact, the author sees the real problem facing planning as the development of a concept of the kind of communities we want to create—that is, a philosophy of communal living. We are not lacking in the means to achieve the desired ends. We have the knowledge, the skills, the techniques, and in large measure, the resources with which to achieve what we may desire. What is missing, the author claims, is the clarity of vision as to what the ends should be.

Briefly then, Aronovici argues, planning is a social philosophy, and the techniques of planning—such as zoning, land subdivision, highway planning, neighbourhood planning—are merely the means for attaining an environmental condition consistent with such a philosophy.

This theme of the inter-relationship between the sciences, the technologies, and the arts in planning runs throughout Aronovici's book. It is present when he discusses such questions as the conservation of resources, the human and communal dimensions of planning, neighbourhood planning, the concept of regionalism, and the need to see new technological developments as promises, not threats, to the improvement of our cities. It is also present when he deals with such substantive questions as land (and land values), roads, finance, and the theory and practice of zoning.

Aronovici's philosophy of community planning is also reflected clearly in his references to the type of background required for a planner and to the nature of research needed for planning. For example, he divides the various disciplines involved in the evolution and realization of a community plan into two distinct categories: (1) the assembling, analysis, and interpretation of the facts with a view to establishing objectives; and (2) the translation of these objectives into workable, practical realities.

The first discipline, being concerned with objectives, principles and possibilities, rests in the realm of the sciences, especially the social sciences, wherein scientific methods are used for examining, interpreting, and applying data essential to planning human communities. The implementation of the objectives—the interpretation of the diagnosis in terms of design and the execution of such designs—lies in the professions of the technicians—the various branches of engineering, architecture, landscape architecture, and, to some extent, medicine, law and education.

This distinction, I believe, does help to clarify much of the controversy about "who should be the planner?"

Aronovici hits the nail on the head when he states that planners have often confused their basic "surveys" with research. His distinction between these two types of investigation is worth quoting:

" . . . the survey is essentially a clinical method of ascertaining the existence of certain conditions, their measurement according to established criteria in principle and practice, and their use in providing remedies and

adjustment in conformity with these principles and practices. Research, on the other hand, deals with the verification, testing, and ultimately the modification of theories, principles and practices derived from the study and reinterpretation of evidence. One is a static, the other is a dynamic way of dealing with existing conditions and problems."

He goes on to write that progress in planning cannot be obtained without constant revision of old concepts and the discovery of new ones. In this field of endeavour, the schools and institutes of planning, or some of the related research agencies, might make valuable contributions. The objective of such research would be to furnish the bases for a thorough and scientifically reliable set of concepts of planning objectives and methods that would help to shape the future through a better understanding of the past and the present. In the training of planners, Aronovici says that we should be just as concerned with developing persons equipped with the ability to discover new ways of thinking and acting in the shaping of the cities of tomorrow as with the training of technicians who will deal with the immediate exigencies of the present.

Most of us have our shelves filled with reports and tomes on the problems the planner must face and the attempts to solve them by pragmatic methods. Except for the handful of books by Mumford and a few others, our shelves are devoid of books which attempt to probe beneath the superficial problems and to develop a philosophy of community planning, based on the most recent advances in the sciences, the technologies, and the arts. Aronovici's book helps to fill this void. It should be read especially by those who are in the operational end of planning.

It should also be read by those of us who are in the business of training our future generations of planners. In our efforts to satisfy the immediate needs of the operational planning agencies, we, too, sometimes forget that it is even more important for the student to understand the nature of our cities, the goals and objectives of community planning and the methodology of planning decision-making than to know how to make a land use survey or to compute net residential densities.

UNIVERSITY OF BRITISH COLUMBIA

IRA M. ROBINSON

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